

FAITH



UNITY

SACRIFICE

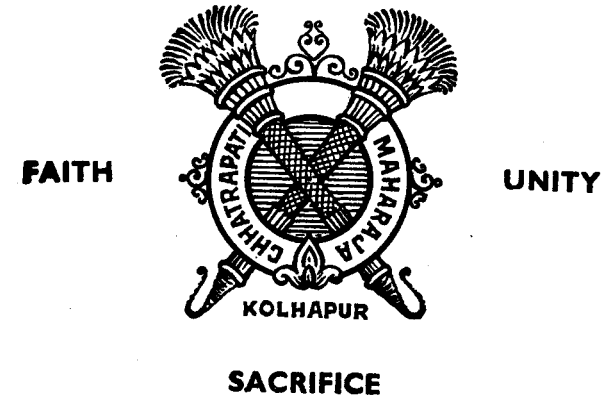
A

DEVELOPMENT PLAN

FOR THE

KOLHAPUR STATE

1946



A

DEVELOPMENT PLAN

FOR THE

KOLHAPUR STATE

1946

DEVELOPMENT DEPARTMENT PUBLICATION NO. 2.

CONTENTS

Published by order of
The Government of the Kolhapur State

CHAPTER	PAGE
FOREWORD	1
I INTRODUCTION	7
II THE OBJECTIVES OF DEVELOPMENT ...	16
III SURVEYS AND STATISTICS ...	19
IV GENERAL ADMINISTRATION ...	25
V AGRICULTURE AND CO-OPERATION ...	34
VI COMMERCE AND INDUSTRIES ...	58
VII THE DEVELOPMENT DEPARTMENT ...	67
VIII EDUCATION	82
IX THE EXCISE DEPARTMENT ...	102
X FORESTS	105
XI THE JAIL DEPARTMENT ...	113
XII THE ADMINISTRATION OF JUSTICE ...	115
XIII THE MARKET DEPARTMENT ...	121
XIV THE MEDICAL DEPARTMENT ...	125
XV PRINTING AND STATIONERY ...	130
XVI PUBLICITY	133
XVII PUBLIC HEALTH ...	137
XVIII PUBLIC WORKS ...	145
XIX POLICE DEPARTMENT ...	150
XX REVENUE AND REGISTRATION ...	151
XXI THE KOLHAPUR STATE FORCES ...	152
XXII SURVEY AND SETTLEMENT ...	154
XXIII THE VETERINARY DEPARTMENT AND LIVE-STOCK IMPROVEMENT ...	156

Printed by R. Bourdon at Western Printers & Publishers'
Press, 15-23, Hamam Street, Fort, Bombay.

CONTENTS

XXIV	FINANCE	...	...	...	160
XXV	PRIORITIES	...	...	...	166
XXVI	ANNUAL PROGRAMMES OF DEVELOPMENT	...	...	...	169
XXVII	METHODS OF EXECUTION	...	...	...	170
XXVIII	CONCLUSION	...	...	...	172
	APPENDIX I	...	...	...	177
	APPENDIX II	...	...	...	178
	APPENDIX III	...	...	...	182
	APPENDIX IV	...	...	...	185

FOREWORD

The task of preparing a Development Plan for the Kolhapur State was undertaken by the Regency Council towards the middle of 1944 and after some preliminary discussions a conference of the Heads of Departments was convened early in September 1944 to consider the broad outline of the plan and the manner of preparing and executing it. In the light of the discussions held at this conference, each Head of a Department prepared certain schemes of development and submitted them to the Regency Council. As many as 59 schemes were thus received. They covered nine departments and were estimated to involve a non-recurring expenditure of Rs. 951.19 lakhs. It was also estimated that they would yield an additional revenue of Rs. 6.5 lakhs per annum and require a recurring maintenance charge of Rs. 29.19 lakhs per year.

A careful study of these proposals revealed that the problem of development needed a more comprehensive and forceful attack and that it could hardly be tackled by occasional conferences of Heads of Departments. A number of difficulties had to be overcome if planning was to be done properly. For instance:—

- (1) The very idea of planning was new and the administration was not accustomed to formulating programmes nor to their execution according to a fixed schedule.
- (2) The absence of relevant statistical data made it difficult to plan comprehensively and accurately.
- (3) With a few exceptions, the departments did not have a sufficiently large number of projects worked out in all details.
- (4) The necessity of carrying out an internal reform of the administrative machinery of the department concerned,

side by side with an expansion of its activities, made the task of reform doubly difficult.

These and similar difficulties were carefully examined by the Council and it was decided to create a special portfolio for the purpose of solving them. Accordingly the Development and Public Works portfolio was created on the 1st January 1945. The following functions were assigned to the Development Department:—

- (1) General planning.
- (2) Co-ordination of departmental activities.
- (3) Checking progress.
- (4) Execution of schemes of urban and rural development.
- (5) Training personnel.
- (6) Publicity.

The first task of this Department was to prepare a broad and comprehensive outline of a Development Plan for the State based on the following general principles:—

(1) The period of the plan should ordinarily be of fifteen years, sub-divided into three periods of five years each. Only in the case of schemes which were extremely costly or which involved exceptional difficulties was a period of twenty years to be adopted.

(2) The plan had to be realistic. That is to say, it had to be planned in a practical rather than spectacular manner and contain only such schemes as would be within the scope of the administration in as far as funds, trained personnel, availability of labour and machinery were concerned.

(3) The plan would have to try to enlist as much co-operation from the public as possible.

It was decided to attack the problem in a threefold manner:—

(1) By appointing a Committee consisting of some local representatives and some experts from outside the State

to advise on the outline of such a plan. The Committee was authorized to appoint sub-committees for special purposes.

(2) By publishing a brochure on the outline of a Development Plan for eliciting public opinion.

(3) By organising a Statistical Branch in the Commerce and Industries Department for collecting all the data necessary for the preparation of the Plan.

Action has been taken on all these three decisions. A Development Committee has been appointed for the Kolhapur State as a whole and consists of the following persons:—

Chairman:

D. R. GADGIL, Esq., M.A., M.Litt.,
Director, Gokhale Institute of Politics and
Economics.

Members:

- (1) K. V. Joshi, Esq., M.Ag.,
Retired Deputy Director of Rural Development,
Bombay Province.
- (2) Prof. N. V. Kanitkar, M.Ag., D.Sc.,
Retired Chief Investigator, Dry Farming Research
Station, Sholapur.
- (3) M. R. Desai, Esq., B.A., LL.B., M.Ed. (Leeds).
- (4) D. S. Khandekar, Esq., B.A., LL.B., M.L.A.
- (5) M. A. Hazari, Esq., Advocate, M.L.A.
- (6) D. M. Shirkay, Esq., M.L.A., Secretary, Dalit Praja
Mandal, Kolhapur.
- (7) K. G. Sabnis, Esq., B.A., M.L.A.
- (8) Y. N. Deshpande, Esq.
- (9) S. B. Taiyabji, Esq., I.S.E. (Retired).
- (10) B. R. Sardesai, Esq., B.A., B.E., M.Y.E.

Secretary:

J. P. Naik, Esq., B.A.,
Secretary to Government in the Development
Department,

The terms of reference to this Committee are as follows:—

To explore the economic resources and other possibilities of development in the State and to advise on action to be undertaken immediately or to be pursued over a series of years to achieve the general, moral and the material advancement as also the social security of the people of this State and in particular to suggest:—

(1) How the agricultural, forest, and industrial resources of the State could be used to increase to the maximum the income of the State and of the subjects of the State, with special reference to returned soldiers.

(2) How the system of land and other property rights could be regulated so as to bring about an equitable distribution of the increment in income.

(3) How action of the State and co-operative effort among the people could be co-ordinated so as to bring about a progressive improvement in the standard of educational, cultural, mental and physical attainments of the men and women of the State and create in them an awakening regarding their civic rights and responsibilities.

(4) How facilities, within the reach of the ordinary person, for occupational and technical education could be opened up to remove unemployment and provide trained personnel for industry, particularly for those industries already existing in the State.

The work of the Committee is in progress. Special committees have been appointed for industries and agriculture. It is expected that the report of the Committee will be ready by May 1946.

The draft of a Development Plan was published on the 13th of April 1945 for eliciting public opinion. Comments and suggestions were invited up to the end of September 1945. The plan was very widely and, on the whole, appreciatively reviewed. It was discussed in the Kolhapur Legislative Assembly on the 14th of July 1945.

The work of collecting data has been started. A Socio-Economic Survey of Kolhapur City has been undertaken by the Kolhapur Municipal Borough. The Regency Council has decided to collect data and compile index numbers of prices and the cost of living in Kolhapur City. All these three schemes have been entrusted to the Gokhale Institute of Politics and Economics, Poona. A survey of large and small scale industries in the State has been undertaken and entrusted to Prof. S. D. Vankudre, M.A., Head of the Economic Department of the Rajaram College. Preparations have been made to undertake an intensive study of rural economy in a few selected villages of the State. Work will begin shortly.

Extensive exploratory work has been done in each Department with the result that a good deal of additional material is now available for drafting the Development Plan. The Regency Council, therefore, feel that a stage has been reached when a revised edition of the Development Plan may with advantage be published. Even this edition must in no sense be regarded as final. Development Plans will have to be modified continually as experience is gained and the results of statistical and scientific investigations and the continuous advance in human knowledge reveal newer and better methods of dealing with certain problems. Thus no plan can be final except with reference to the short period immediately following its preparation. This revised edition, therefore, will be called "A Development Plan for the Kolhapur State, 1946." The Regency Council have also decided to issue an annual publication which will contain an account of the progress made during the preceding year, the modifications proposed in the earlier plan with reasons therefor and a programme of work for the ensuing year. These annual publications will serve as authoritative and complete records of the State's advance towards the goal of full development.

With these introductory remarks the Regency Council release this publication for the use of its officials and for the information of public. The Council have greatly appreciated the large volume of comment on their first publication. They are grateful to those who noted its merits, and equally grateful to those who, in a

spirit of constructive criticism, have pointed out its various shortcomings or given warning of the probable difficulties of execution. The Council trust that this constructive and sympathetic attitude of the public will continue towards the present publication as well as to those which will be issued in future.

Kolhapur,
12th March 1946.

A. N. MITCHELL,
Prime Minister, Kolhapur State.

CHAPTER I

INTRODUCTION

GEOGRAPHY

The Kolhapur State is divided into ten administrative units. The State Proper and the nine Feudatory Jaghirs of Vishalgad, Bavada, Kagal (Sr.), Kapshi, Kagal (Jr.), Torgal, Ichalkaranji, Himmat-Bahadur and Sarlashkar Bahadur. The State Proper is further divided into ten units. The Petas of Gadhinglaj, Hatkanangale, Shirol, Panhala, Radhanagari, Karvir and Bhudargad, and the Mahals of Raibag, Katkol and Shahuwadi. The State lies between the North Latitudes $15^{\circ}50'$ to $17^{\circ}10'$ and the East Longitudes $73^{\circ}43'$ to $74^{\circ}44'$. It is bounded by the Ratnagiri District on the West, the Warna River (Satara District) on the North, the Patwardhan States and part of the Belgaum District on the East and the Belgaum District and the Sawantwadi State on the South. It has a length of 80 miles (North to South) and a breadth of 68 miles (East to West) and its total area is about 3,230 square miles. The State territory is fairly compact and isolated areas are only six. The Raibag and Katkol Mahals, the Basapur and Pattankudi groups of villages of Gadhinglaj Peta, Manerajuri and Arag villages of the Ichalkaranji Jaghir.

PHYSICAL FEATURES

Physically the State territory can be divided into five distinct zones: (1) the Konkan Zone; (2) the Heavy Rainfall Zone; (3) the Transitional Zone; (4) the Dry Zone; and (5) the Precarious or Famine Zone.

(1) THE KONKAN ZONE consists of 42 villages of the Bavada Jaghir and has a population of about 41,000. This area is situated entirely in the narrow strip of land between the Arabian Sea and the Western foot of the Sahyadri Ranges. It

has a heavy rainfall and a hot even climate; good land, available for cultivation, is extremely limited; forest exists more in name than in reality and is mostly destroyed by *kumari* cultivation; the main crops of the area are *nagali*, *wari* and some other millets; there are no major industries and the scope for cottage industries is limited; the means of communication are few and their provision is likely to involve heavy expenditure owing to the hilly nature of the land; the people live in small scattered hamlets, and in spite of their poor physical and economical condition, the density of population is very great with the result that a large number of people are compelled to migrate to Bombay to earn a living. In addition to all these national deficiencies the tract has been administratively neglected in the past. Its beauties and possibilities have not yet been realized so that the area is aptly described by Dr. A. T. W. Simeons as the "Cinderella of Kolhapur State."

(2) THE HEAVY RAINFALL ZONE comes next. It begins from the crest of the Sahyadri Ranges and stretches eastward to a depth of about 30 miles. This zone is the biggest in area and consists of the Ghat villages of Bavada Jaghir, Vishalgad Jaghir, Shahuwadi Mahal, Ajra Taluka of the Ichalkaranji Jaghir, the Petas of Radhanagari and Bhudargad, and the major portion of Panhala Peta. Its rainfall varies between 250 inches on the Ghats to about 60 inches in the far East, and the principal crops are rice, *nagali*, sugarcane and groundnuts. The most remarkable features of this zone are five:—

- (1) It contains many hill forts of great historical interest.
- (2) It contains most of the forest area of the State.
- (3) It contains most of the mineral wealth of the State.
- (4) It is drained by a large number of rivers and *nallas* which rise in the Ghats and flow eastwards.
- (5) It contains several sites where dams can be constructed across *nallas* and rivers for minor or major irrigation and for generating hydro-electricity.

At present, most of these potential sources of wealth are undeveloped. Consequently, the people are very poor in spite

of the low density of the population and the intensive cultivation of their lands.

(3) THE TRANSITIONAL ZONE includes the Petas of Hatkanangale and Shirol, the greater parts of the Petas of Gadhinglaj, Karvir and Panhala, the Kapshi, Kagal (Senior and Junior), Sarlashkar Bahadur, Himmat-Bahadur and Ichalkaranji Jaghirs. The rainfall in this zone varies between 16 and 25 inches, and is fairly certain. The soil is rich and irrigated by rivers. Consequently, agriculture is practised intensively and intelligently. The principal crops are rice, sugarcane, *jowar*, *bajri*, chillies and tobacco. This zone is the most prosperous part of the State and includes all the important towns, *viz.*, Kolhapur, Ichalkaranji, Kagal, Jaysingpur, Murgud, Kapshi, Vadgaon and Gadhinglaj. The villages are fairly large and are provided with educational, medical, and other facilities to a fairly satisfactory extent.

(4) THE DRY ZONE includes the Raibag Mahal and has an area of about 194 square miles. The rainfall varies between 16 and 25 inches and is uncertain, but the soil is fairly rich. Facilities for irrigation are not extensive. There are possibilities for developing well irrigation but these are not fully explored. The principal crops are *jowar*, tobacco, chillies, groundnuts and cotton. This tract is well known for the Krishna Valley breed of cattle.

(5) THE FAMINE ZONE is a fairly small one of about 100 square miles and includes all the villages in the Katkol Mahal and the Torgal Jaghir. The rainfall is very uncertain and famine conditions recur every few years. A further difficulty with this zone is its isolated and distant position which makes its administration difficult and costly.

TOWNS AND VILLAGES

The total number of inhabited places in the State is 1,056 of which nine are towns* and 1,047 are classed as villages. The

* In this Plan a town is defined as a place having a Municipality irrespective of its population.

names of the towns and their population are as follows:—

Kolhapur	...	95,918
Ichalkaranji	...	18,573
Gadhinglaj	...	9,017
Kagal	...	8,031
Vadgaon	...	5,003
Murgud	...	4,524
Jaysingpur	...	3,884
Malkapur	...	2,840
Kapshi	...	2,753
		<hr/>
		1,50,543

The 1,047 villages can be classified according to their population as follows:—

	Number of villages	Total population	Average population per village
Villages having a population of more than 2,000	93	2,98,009	3204.4
Villages having a population of less than 2,000 but more than 1,000	204	2,82,031	1392.5
Villages having a population of less than 1,000 but more than 500	346	2,49,414	720.8
Villages having a population of less than 500	398	1,12,048	281.6
Uninhabited villages	6	—	—
	<hr/>	<hr/>	<hr/>
	1,047	9,41,503	899.2

These statements show that the percentage of urban population to the total population of the State works out at 13.8% only and that the rural population is as high as 86.2%.

POPULATION

According to the census figures of 1941, the total population of the Kolhapur State is 10,92,046 of whom 5,54,937 are males and 5,37,109 are females. This population may be classified

according to communities as follows:—

Marathas	...	6,03,765	55%
Scheduled Castes	...	1,32,792	12%
Unclassified	...	1,30,418	12%
Lingayats	...	85,656	8%
Jains	...	51,492	5%
Mohamadans	...	49,615	4%
Brahmins	...	31,043	1%
Christians	...	7,064	—
Tribal Castes	...	184	—
Miscellaneous	...	17	—
		<hr/>	
Total		10,92,046	

According to administrative divisions the population can be classified as follows:—

	Peta, Mahal or Jaghir	Number of towns and villages	Population
1.	Kolhapur City	...	1 95,918
2.	Peta Karvir	...	106 1,11,967
3.	„ Hatkanangale	...	49 1,14,905
4.	„ Panhala	...	107 82,090
5.	Mahal Shahuwadi	...	63 37,818
6.	Peta Gadhinglaj	...	108 1,14,991
7.	„ Radhanagari	...	102 65,032
8.	„ Bhudargad	...	117 65,908
9.	„ Shirol	...	34 58,980
10.	Mahal Raibag	...	29 37,861
11.	„ Katkol	...	6 7,930
12.	Jaghir Ichalkaranji	...	78 83,150
13.	„ Bavada	...	75 54,301
14.	„ Kagal (Senior)	...	41 56,552
15.	„ Vishalgad	...	65 34,383
16.	„ Himmat-Bahadur	...	20 23,314
17.	„ Torgal	...	34 16,538
18.	„ Kapshi	...	11 14,955
19.	„ Sarlashkar Bahadur	...	4 8,601
20.	„ Kagal (Junior)	...	6 7,502
		<hr/>	<hr/>
		1,056	10,92,046

BRIEF HISTORY

The Ruling Family of the State has descended in a direct line from Shivaji the Great and the State is a portion of the original Maratha Kingdom. An independent history of the State may be said to have begun on April the 13th, 1731, when the Treaty of Warna was signed and the Maratha Kingdom was divided between Kolhapur and Satara. The earlier rulers of the State were Shivaji II (1700-1714); Sambhaji (1714-60); Shivaji III (1760-1812); Sambhaji *alias* Abassaheb (1812-1821) and Buwasaheb (1821-1838). Buwasaheb was succeeded by his minor son Shivaji IV and the British Government found it necessary to appoint their own officer as *Karbhari*. A minority administration thus began and continued, with short interruptions, for about 40 years, during the reigns of Shivaji IV (1838-1866), Rajaram II (1866-1870) and Shivaji V (1870-1883). The foundations of the present administration were laid during this period.

This minority administration came to an end when His Highness Shree Shahu Chhatrapati Maharaja succeeded to the *Gadi* in 1884. He ruled for 38 years and died in 1922. He was succeeded by H. H. Shree Rajaram Chhatrapati Maharaja (1922-40) who continued the liberal policy of his father. It was during the reigns of these two Maharajas that Kolhapur came to hold the position of a cultural centre for Maharashtra, a position which it still holds and which it is proposed to strengthen in future. It was also at this time that Kolhapur assumed the leadership of the backward and the depressed communities throughout Maharashtra. In the sphere of education in particular the progressive policy of these two rulers enabled many young men from intermediate and backward communities to obtain higher education and it may be said without fear of contradiction that the rise of the non-advanced classes of Maharashtra is largely the result of the liberality and support of these rulers.

On the death of His Highness Shree Rajaram Chhatrapati Maharaja in November 1940 the administration was entrusted to an Executive Council. But in July 1942 a Council of Regency was appointed under the Presidentship of Her Highness the

Maharani Tarabaisaheb Chhatrapati. She adopted Pratapsinha, the second son of Nanasaheb Shankarrao of the Chavarekar branch of the Bhonsle family, on the 18th of November 1942 and the official announcement of the minor Maharaja as His Highness Shivaji VI Chhatrapati Maharajasaheb of Kolhapur was made on the same date.

THE REGENCY COUNCIL which now administers the State on behalf of the minor Maharajasaheb consists of Her Highness the Maharajisaheb (President), the Prime Minister (Vice-President) and three Ministers. The various Departments of the State are shared between the Ministers as follows:—

The Prime Minister:

- (1) Defence (Rajaram Rifles, Red Risala, and Lashkarfad),
- (2) Medical Relief,
- (3) Police,
- (4) Finance,
- (5) Public Health,
- (6) Legislative.

The Public Works and Development Minister:

- (1) Agriculture and Co-operation,
- (2) Commerce, Industries and Statistics,
- (3) Development,
- (4) Forests,
- (5) Live-stock Improvement and Veterinary Relief,
- (6) Marketing,
- (7) Public Works,
- (8) Publicity.

The Education Minister:

- (1) Education,
- (2) Jails,
- (3) The Administration of Justice,
- (4) Food and Supplies.

The Revenue Minister:

- (1) Excise,
- (2) Land Revenue,
- (3) Registration,
- (4) Printing and Stationery.

These are a few facts about the Kolhapur State the development of which will be outlined in the pages that follow. One interesting feature, however, may be stated here. Kolhapur State is a promising and interesting field for an experiment in planning and development. Its area is neither too small nor too big; the people are a fairly homogeneous group and have outstanding gifts and traditions; the resources of the State are satisfactory and it is well endowed with agricultural, forest and mineral wealth. The Regency Council feel it a privilege to be called upon to prepare and execute a Development Plan which has such potentialities and such prospects of success.

The Plan is divided into twenty-eight chapters. The first chapter is descriptive and gives a broad outline of the State. The second chapter describes the objectives of development, the third gives an outline of the surveys that are proposed to be held as part of this Development Plan and the fourth the measures proposed to be adopted for improving the general efficiency of the administration. The next nineteen chapters describe the various schemes that each department proposes to undertake. Chapter twenty-four describes the financial implications of the proposed schemes against the background of the resources of the State. Chapter twenty-five gives a priority list of schemes undertaken, chapter twenty-six describes the programme of development and chapter twenty-seven the methods proposed to be adopted for executing the Development Plan. The last chapter describes in detail the manner in which the working of the Development Plan will be watched, the machinery to be set up for assessing the results of the schemes, and the manner in which changes will be made in the Plan from time to time according to the needs of the situation. Finally, a few appendices have been given at the end in order to summarise the details of the Development Plan and to show them at a glance.

Each individual scheme included in this Plan has been described with great brevity. It was necessary to do so partly to limit the size of the book and partly to maintain the continuity. This publication is accompanied by another in which each of these schemes is described in detail and all relevant information regarding the object of the scheme, the manner of executing it, the staff required, detailed estimates of cost, etc., are given. A reader who is particularly interested in any scheme may refer to the relevant portion of this publication (No. 3). These two books may, therefore, be said to contain an outline of the Development Plan for Kolhapur State and they are published for the information of the public as well as for the guidance of Government officials. It is proposed to revise them annually as experience is gained and republish them some time in March or April each year, or preferably on the anniversary of the first publication of the Plan.

CHAPTER II

THE OBJECTIVES OF DEVELOPMENT

The Regency Council propose to call this Plan "A Development Plan" instead of giving it the more common title of "Post-war Reconstruction". Apart from the unpopularity with which the expression Post-war Reconstruction is viewed in certain quarters, there are two strong reasons which have led the Regency Council to abandon it. Firstly, the task that faces Government to-day is more akin to "construction" than to "reconstruction," secondly Government believe that the task of raising the standard of life of the people, which is the main object of this Plan is an important end in itself and has no direct relationship to the war.

The objectives of the Kolhapur Development Plan are five. First, it proposes to develop to the fullest extent possible the natural resources of the State in land, water, vegetation and minerals. Secondly, it proposes to alter and expand educational activities not only to diffuse knowledge among the people, but also to creating an important cultural centre for Maharashtra. Thirdly, it aims at enlightening public opinion, a necessary preliminary to a democratic constitution. Fourthly, it aims at raising the standard of administration to a high level of efficiency and integrity and at building up a strong civil service by giving scope and training to local talent. Fifthly, it proposes to undertake schemes which will provide full scope for the development of the natural gifts of the local population, the noble military traditions and their capacity for art and handicrafts.

This Development Plan outlines a detailed programme for the realisation of these objectives. It provides for a careful survey of existing conditions in the State and determines targets which it is proposed to reach at the end of fifteen years. The decisions on these two points will enable Government to determine the direction of reform as well as the place at which it should be carried out. The Plan will discuss a number of

subsidiary questions that arise out of this fundamental proposal. It discusses the lines on which Government servants will be recruited, trained and organised in order to work out the programme. It discusses the financial implications of the schemes undertaken and suggests ways and means by which funds required for them can be raised. It outlines the manner in which public opinion will be educated and enabled to take a prominent part in the execution of the Plan.

A Plan of this type has necessarily to be comprehensive. Living cannot be improved by isolated attempts in certain directions only. It is, for example, impossible to educate a child properly unless it is properly fed, clothed, medically examined and treated when necessary, and given a reasonable opportunity for expressing its personality during and after its education. In other words, an earnest attempt to solve the educational problem leads inevitably to problems of public health, economic security and social adjustment. The same may be said of every other problem in life. "Begin the improvement of life at any point and you ultimately end by embracing the whole of life itself." The Regency Council believe that this fundamental principle has to be observed in every development plan. Consequently they propose to undertake a comprehensive and co-ordinated programme, to pool all available financial and material resources in such a manner as to minimise waste, and to harness all agencies to the task in such a way that the utmost amount of work is obtained from every agency. This Plan differs materially from some post-war reconstruction schemes which only describe what Government propose to do. This Plan does explain what the Kolhapur Government propose to do through their own agency, but it does not stop there, it assigns definite tasks to local self-government institutions and non-official organisations as a part of the Development Plan and co-ordinates their efforts with those of Government. In other words the Plan attempts to set a whole people to work in a supreme effort at self-improvement, an effort in which Government departments, local bodies, non-official institutions, in fact every citizen will have a part to play and a share to contribute.

It is but natural that this comprehensive nature of the proposals gives the Plan an ambitious appearance. The Regency Council do realise that these proposals imply that they will have to wage the "War of Development" on several fronts, execute a majority of schemes through their own agency and co-ordinate the work of the various other agencies working in the field. The advantages of this approach are obvious and it may be argued that this is the only way in which a satisfactory solution of the problem can be reached. The experiment will therefore be undertaken comprehensively in spite of its complexity and ambitiousness.

CHAPTER III

SURVEYS AND STATISTICS

A number of schemes have been undertaken in the very beginning of the Development Plan with the object of holding scientific surveys of existing conditions in almost every aspect of life in the Kolhapur State. The main object of these surveys is to collect those data without which planning is neither advisable nor even possible. Some of these surveys are comparatively simple and are being held by the departments concerned, but there are others which require expert and highly trained officers and have accordingly been entrusted either to special institutions or to persons with sound previous experience of survey work.

SOCIO-ECONOMIC SURVEY OF KOLHAPUR CITY

The most important of these surveys is the socio-economic survey of Kolhapur City. This work has been entrusted to the Gokhale Institute of Politics and Economics. This Institute has carried out similar surveys for the cities of Poona and Sholapur. The Kolhapur survey has been planned on a more comprehensive and a broader basis than either of the two surveys previously conducted by the Institute. It is estimated to cost Rs. 17,500 and the whole of this expenditure is to be borne by the Kolhapur Municipal Borough. The survey began in June 1945 and will be complete by May 1948. (Scheme No. ST-1.)

THE COST OF LIVING IN KOLHAPUR CITY

Kolhapur is an important city in the Province of Bombay and it is therefore necessary to compile a cost of living index from month to month. The Regency Council have sanctioned an enquiry into family budgets and the compilation of cost of living index numbers from month to month beginning from June 1947. This work too has been entrusted to the Gokhale Institute of Politics and Economics, Poona. The Institute has kindly under-

taken to train the staff of the Labour Department of the State in such a way that after the basis is prepared (this will be done by about May 1947) the Labour Department can compile the index numbers without any further guidance from outside. The present conditions of living are abnormal and it is therefore felt that the enquiry into family budgets to be held in 1946-47 will not be a valid basis for the compilation of cost of living index numbers for a very long time. It is therefore proposed to repeat this enquiry after about three to four years when conditions will have changed. It is hoped that by that time the Labour Department of the State will be sufficiently well organised and experienced to undertake the enquiry on its own. (Scheme No. ST-2.)

THE COMPILATION OF PRICE INDEX NUMBERS

It is proposed to compile price index numbers for a certain number of important commodities in the markets of Kolhapur, Jaysingpur, Ichalkaranji, Malkapur, Gadhinglaj and Vadgaon. A detailed scheme for this is being prepared. The work is entrusted to the Gokhale Institute of Politics and Economics, Poona. (Scheme No. ST-3.)

A SURVEY OF ECONOMIC CONDITIONS IN RURAL AREAS

It is proposed to hold a socio-economic survey of rural areas. To do this it has been decided to select a number of villages from the different climatic zones of the State so as to form a fairly good sample of the whole territory. Approximately the total population of the sample will be 50,000 or 5% of the total population of the State. The Gokhale Institute of Politics and Economics, Poona, will conduct this survey. It is estimated to cost Rs. 20,000. The work has just started and will be complete by December 1948. (Scheme No. ST-4.)

A SURVEY OF INDUSTRIES

Since June 1945 a detailed survey of major, minor and cottage industries is being conducted under the direction of Prof. S. D. Vankudre, M.A., Department of Economics, Rajaram College, Kolhapur, and is estimated to cost Rs. 7,000. The survey will be completed by December 1946. (Scheme No. ST-5.)

AN EDUCATIONAL SURVEY

A special officer has been appointed to conduct a detailed educational survey of the State and has been at work since June 1945. The survey will cost about Rs. 15,000 and will be completed in about 3 years. (Scheme No. ST-6.)

DEPARTMENTAL SURVEYS

The following surveys will be carried out by Government Departments:—

- (1) A survey of school buildings and play-grounds.
- (2) A survey of village water supplies.
- (3) A survey of Devasthanans.
- (4) A survey of sites where major or minor irrigation works are possible.
- (5) A survey of all uncultivated lands.
- (6) A botanical survey of the State forests.
- (7) A survey of all means of communications.

The first of these surveys is complete and has been published. It cost about Rs. 5,000 and took three years. The second survey is also complete, it took about a year and cost Rs. 5,000. The third survey is being conducted; will cost about Rs. 3,000 and take another two or three years. The Revenue Department is conducting the fourth survey; the fifth has been undertaken by the Agricultural Department and the sixth by the Forest Department. The Public Works Department has completed the seventh survey.

These surveys do not require any special staff nor is heavy expenditure involved. The work is being done by the ordinary departmental staff in the course of its normal touring. These schemes do not, therefore, require any provision for expenditure in the Development Plan. (Scheme No. ST-7.)

The list of surveys given above is not complete. There are a number of other subjects regarding which inquiries will have to be made by Government departments from time to time. It does not appear necessary to enumerate them here.

OTHER PROPOSED SURVEYS

Besides those mentioned above it is proposed to undertake a few other important surveys. For instance a survey of the mineral resources of the State, the possibilities of sericulture and of the development of fresh-water fisheries. These surveys will require specially trained men and attempts are being made to obtain their services. As soon as they are available details and costs can be worked out. Tentatively a non-recurring provision of Rs. 32,000 has been set aside for this purpose.

THE STATISTICAL DEPARTMENT

As it is not enough to hold such surveys only once, a Statistical Department will be organised. The duties of this department will be as follows:—

- (1) To publish an annual statistical abstract for the Kolhapur State in a prescribed form.
- (2) To collect and publish such periodical statistics as may be prescribed by Government from time to time.
- (3) To conduct the decennial census of the Kolhapur State.
- (4) To undertake and carry out such investigations into special problems as may be required by Government.

The permanent staff of this department will be as follows:—

One Director of Statistics	(Rs. 125—15/2—245)
One head clerk	(Rs. 65—5/2—85)
Two clerks	(Rs. 25—2—55 E.B. —2—65)
Three peons (one cycle-swar)	(Rs. 12—1/5—16 plus cycle allowance)

In addition the department will require a number of investigators for outdoor work and additional temporary staff for special investigations. Provision for these will be made in the schemes themselves so that, in the early years of the department they will not be shown as permanent establishment.

The Regency Council think that it will be possible to choose the men required for the Statistical Department from the large

number of persons now employed in the various investigations mentioned above. Final appointments to posts in this department will be made after watching the work of these investigators for some time. (Scheme No. ST-8.)

A STATISTICAL MANUAL FOR THE STATE

It is proposed to compile a manual for the Statistical Department. This will contain clear instructions on the following subjects:—

- (1) The forms and registers which have to be maintained by the various Government Departments.
 - (2) A complete list of the statistics that will be published by this department arranged under such heads as monthly, quarterly, annual, bi-annual, quinquennial, decennial, etc.
 - (3) A programme for the collection, compilation and publication of each type of statistics.
 - (4) The manner in which all Government Departments will co-operate with the Statistical Department.
- (Scheme No. ST-9.)

THE FINANCIAL IMPLICATION

The following table shows the recurring and non-recurring costs of the whole scheme:—

No. of Scheme	Name of the Scheme	Expenditure	
		Non-recurring	Recurring
ST-1	Socio-Economic Survey of Kolhapur City ...	17,500	—
ST-2	Compilation of the Cost of Living Index Numbers ...	5,000	—
ST-3	Compilation of Index Numbers for Prices of Important Commodities ...	2,500	—
ST-4	Socio-Economic Survey of Rural Areas ...	20,000	—
ST-5	Survey of Industries in Kolhapur State ...	7,000	—

No. of Scheme	Name of Scheme	Expenditure	
		Non-recurring	Recurring
ST-6	Educational Survey ...	15,000	—
ST-7	Departmental Surveys ...	—	—
ST-8	A Statistical Department ...	—	10,000
ST-9	A Manual of the Statistical Department ...	1,000	—
ST-10	Proposed Surveys ...	32,000	—
	Total ...	1,00,000	10,000

The Development Plan is spread over fifteen years and it is hoped that most of these surveys can be repeated after this period is over so that results can be compared with those of the preliminary surveys.

The Kolhapur Development Plan is really an experiment in a social laboratory. That is why the Regency Council wish to portray existing conditions at the time of introducing the Plan, why proper records and statistics must be maintained while the Plan is being worked out and why it is necessary to repeat the surveys at the end of the period covered.

CHAPTER IV

GENERAL ADMINISTRATION

Government departments are the most important agency for the execution of any Development Plan hence reforms in the general administration are of fundamental importance. This has been specially emphasized by the Government of India. The second report on reconstruction planning observes:—

“ It must also be recognised that present administrative methods which have developed over a long period of years, may not be suited to modern times or be adequate for carrying out comprehensive development schemes. This is true not only of Government departments at the Centre, and in the Province, but even of the work of the *Patwari* in the villages. It is perhaps most marked in the districts.

“ A comprehensive review of office methods and routine, of reports and returns, in fact of the whole system is required. A better qualified and better paid subordinate staff should be provided, and when this is done, it should be possible to secure a reduction in numbers. To carry out this work, specially selected officers are required who have made a study of the subject; they should be capable of analysing the work done by every individual and be able to distinguish between what is, and what is not essential and what simplifications of method are possible.”

The Regency Council have, therefore, decided to carry out a number of administrative reforms and to give them high priority in the development schemes.

As a first step in this direction, it was found necessary to create a number of new departments in order to bring the administration of the State upto a provincial standard. They are the following:—

NEW DEPARTMENTS

- (1) The Commerce and Industries Department.
- (2) The Development Department which includes the departments of town-planning and valuation, local self-government and rural development.
- (3) Marketing, including Inspection of Weights and Measures.
- (4) Public Health.
- (5) Publicity.
- (6) Statistics.
- (7) Veterinary.

EXPANSION OF EXISTING DEPARTMENTS

The Regency Council have greatly expanded some of the existing departments either by adopting modern methods or by undertaking new schemes. This has happened particularly in the Finance Department (including the office of the Accountant-General), the Agriculture and Co-operative Departments, the Legislative Department, the Printing and Stationery Department and the Education Department.

PAY-SCALES

The Regency Council have revised and considerably increased the scales of pay of all classes of Government servants. These are not equal to those prevailing in the Provinces because the resources of the States are limited, but they compare very favourably with the old scales. Care has been taken to see that there is also an improvement in the pay-scales of servants working under local authorities and a general principle has been laid down to the effect that persons with the same qualifications and doing the same type of work should draw the same pay irrespective of the authority under whom they may happen to serve.

RECRUITMENT

Improvements have been made in the methods of recruiting persons to employment under Government. As a beginning the following three general principles have been laid down:—

- (1) Posts under Government will as far as possible, be filled by recruiting persons from the different com-

munities in the State in proportion to their population numbers.

- (2) Special preference will be given to State subjects. Outsiders will only be appointed to Government posts when no suitable State subject is available.
- (3) The appointment of a Public Service Commission being beyond the financial resources of the State, it has been decided to appoint permanent committees to select candidates.

At present great difficulty is experienced in recruiting suitable candidates from the less advanced communities of the State. Special efforts are, therefore, being made to train young men belonging to these communities for employment under Government.

IMPROVEMENT IN OFFICE METHODS AND PROCEDURE

The Regency Council are taking the following steps to improve and modernise office methods and procedure:—

- (1) The services of a specially qualified officer have been requisitioned from the Political Department of the Government of India to introduce modern methods in all Secretariat offices and in all offices of the Heads of Departments.
- (2) The diary system is being introduced in all offices of the State providing a day-to-day record of the work turned out by each individual member of the staff of every Government office. This system enables the head of an office to check the work of every subordinate in a very convenient manner.
- (3) A modern system of filing and indexing is being introduced in all offices. It was, however, found inconvenient to adopt a uniform system for all offices; variations were therefore introduced and each office evolved the type of filing and indexing best suited to its particular requirements. A number of experiments are now being made and it is hoped

that in a short time it will be possible to find a satisfactory solution for each Government office.

- (4) It has been decided to compile manuals for the day-to-day working of each department. These manuals will summarise important standing orders of Government, methods of procedure in routine administration, the periodicals to be submitted, etc. It is hoped that these manuals will be of great help in training the subordinate staff and in improving the efficiency of administration. It is proposed to place selected officers on special duty to compile these manuals. Arrangements will also be made to revise them from time to time and keep them up-to-date. (Scheme No. GA-1.)

TRAINING GOVERNMENT OFFICIALS ABROAD

The Regency Council have decided to have young men trained in the Universities of England or America. A sum of Rs. 10,000 yearly has been set aside for awarding stipends to students from this State for going abroad for higher studies. During the year 1946-47 two students will be sent, one for training in electrical engineering and the other for training in town-planning. After a few years it should be possible to have all Heads of Departments trained in educational institutions abroad or at least to have them sent for a tour of western countries. (Scheme No. GA-2.)

TRAINING GOVERNMENT OFFICIALS IN INDIA

The Regency Council have also adopted a scheme for giving post-graduate or higher training to all its important officers. A list of post-graduate courses conducted in India has been drawn up and a list of those officers of the State who are to be educated in these courses has been prepared. The Government of India have been requested to allocate the necessary seats. Officers will be treated as being on duty while under training and will be given full pay. Besides they will be paid a stipend equivalent to the cost of fees, books, other expenditure in connection with the training and be given travelling allowances according to rules. (Scheme No. GA-3.)

TRAINING SUBORDINATES

The two schemes mentioned in the two preceding paragraphs will meet the requirements regarding the training of Heads of Departments and Government Officers, but it will still be necessary to give further training to a large number of subordinates. To send these to institutions outside the State would be both difficult and expensive. It has, therefore, been decided to have training classes or institutions for training departmental subordinates in Kolhapur itself. Thus rural workers are being trained in special classes at Kolhapur; the subordinate staff of the Agriculture and Forest Departments are being trained in the Shahu Agri-Forestry School, Kolhapur; *maistries* of the Public Works Department are being trained at the O'Brien Technical School, Kolhapur. Sub-Dispensaries in charge of Rural Sub-Dispensaries are trained by the Director of Public Health at Kolhapur.

Although the Regency Council have thus made arrangements for the local training of departmental subordinates, certain selected officers will also be sent to take advantage of certain training classes conducted by the Government of Bombay. All classes conducted by the Kolhapur State will be open to subordinate officers of the S.M.C. States. (Scheme No. GA-4.)

DEPARTMENTAL EXAMINATIONS

In order to improve administrative efficiency, it has been decided to institute departmental examinations for Government servants. Each department has been requested to frame rules for its own employees and to submit them to Government for approval. In certain cases, as in that of the Revenue Department, the employees are required to appear for and pass the qualifying examinations held by the Bombay Public Service Commission. (Scheme No. GA-5.)

CONTACTS WITH OUTSIDE INSTITUTIONS AND GOVERNMENTS IN OTHER STATES OR BRITISH INDIA

The Regency Council feel that it is necessary for officers of the State to be in close contact with development schemes

undertaken elsewhere. Such contacts will enable them to compare their needs with others working in the same field under similar or different conditions and will keep development work in Kolhapur up-to-date. Provision has, therefore, been made to depute Government officers to centres where development schemes are being executed. They will be expected to report their experiences. (Scheme No. GA-6.)

SPECIAL FACILITIES TO STATE SUBJECTS TO QUALIFY FOR TECHNICAL POSTS UNDER GOVERNMENT

The educational institutions at Kolhapur provide facilities for higher education in law, education, arts and science only. It is difficult for State subjects to obtain higher technical education in such subjects as Agriculture, Veterinary and Medicine, Engineering (civil, mechanical and electrical), Forestry, Fine Arts (painting, architecture etc.). A special scheme has, therefore, been sanctioned which will enable deserving students to obtain higher education in these subjects and thereby qualify for responsible posts in Government departments. Students will be selected and every effort made to secure admission for them in the institutions concerned. The Regency Council record with great pleasure the valuable co-operation that has been given to them by the various authorities concerned. Every student selected for and admitted to such training is given a stipend sufficient to cover the whole cost of his training. A lumpsum of Rs. 50,000 per annum for ten years will be set aside for this purpose. (Scheme No. GA-7.)

CONSTRUCTION OF ADMINISTRATIVE BUILDINGS

Administrative buildings in Kolhapur were limited, particularly in the mofussil towns of the State. This shortage has now become more acute by the creation of new departments and the expansion of several existing ones. The construction of a sufficient number of properly designed administrative buildings has thus become a very urgent problem. Administrative buildings in Kolhapur City and in the mofussil will be treated separately. The plan for Kolhapur City is based on the following general principles:—

- (1) All Government offices in the City have been brought together in four centres namely:—
 - (a) The Old Palace area.
 - (b) The A. E. Hospital area.
 - (c) The Assembly Chambers area.
 - (d) The new site for Government offices selected near Sathmari.
- (2) In these areas every existing building which can be used for administrative purposes will be utilised and the remaining buildings will either be sold or given to other institutions.
- (3) A new building programme has been drawn up and will be executed in an order of priority.

Administrative buildings in the mofussil will be located in each Peta or Mahal town on extensive and carefully selected site. This will add to the convenience of administration and avoid the duplication of guards and similar expenditure.

It is not possible to work out the detailed financial implications of this scheme. Firstly, the permanent staff of the various Government departments has not yet been definitely fixed because many of them are still in the process of being organised; this makes it difficult accurately to assess the required accommodation. Then there are a large number of departments, particularly those connected with Civil Supplies, which will soon cease to exist and finally there are departments which have been employing temporary staff which may soon have to be retrenched. It has therefore been decided not to work out a building programme in all details now, but a provision of Rs. 20,00,000 has been reserved in the Plan for administrative buildings to be spent over a period of ten years. (Scheme No. GA-8.)

BUILDING QUARTERS FOR GOVERNMENT OFFICERS

As in other cities in India there has been a large increase in population in Kolhapur City during the war. This led to a great shortage of houses so that it has become very difficult to secure satisfactory accommodation for Government officers.

A few new quarters will therefore be constructed on a suitable site in Kolhapur. Officers working in the mofussil also find it difficult to get good houses. The Regency Council will, therefore, have a few quarters for important officers constructed in the mofussil towns. For these purposes it is proposed to make a lumpsum provision of Rs. 10,00,000 and to complete the programme within a period of 5 years. (Scheme No. GA-9.)

THE FINANCIAL IMPLICATION

The following table shows the expenditure involved:—

No. of Scheme	Name of Scheme	Expenditure	
		Non-recurring	Recurring
GA-1	Improving office methods and procedure ...	50,000	—
GA-2	Training Government officials abroad ...	—	10,000
GA-3	Training Government officials in India ...	—	5,000
GA-4	Training subordinate staff* ...	—	—
GA-5	Departmental examinations* ...	—	—
GA-6	Contact with outside institutions	—	5,000
GA-7	Special for technical training...	5,00,000	—
GA-8	New administrative buildings ...	20,00,000	—
GA-9	Building officers' quarters ...	10,00,000	—
Total Rs. ...		35,50,000	20,000

CONCLUSION

When these schemes have been carried out administrative efficiency will, it is hoped, be much higher than it is at present. The Regency Council, however, realise that these are only the material aspects of the problem and that they must be complemented by a genuine spirit of service which must permeate the whole administration. Steps are being taken, both by precept and by example, to inculcate this spirit into all ranks of Gov-

* All expenditure involved will be provided under the department concerned.

ernment officers. The Regency Council will do their utmost to turn Government servants into well qualified, well trained and devoted servants of society, for it is on this single factor perhaps more than on any other, that the success of the Development Plan will ultimately depend.

CHAPTER V

AGRICULTURE AND CO-OPERATION

If the condition of the farmers is to be improved it will be necessary to amalgamate the Agricultural and the Co-operative Departments. While the Agricultural Department will explain the use of improved implements, improved varieties of seeds, fertilizers etc., the Co-operative Department will help the farmers to form co-operative societies to purchase, stock, rent or sell to him such articles. Thus in most schemes of agricultural welfare these two Departments will have to work hand in hand. The Regency Council will therefore place both these Departments under one head who will be designated "The Director of Agriculture and Registrar of Co-operative Societies." This new amalgamated Department will be something more than a mere addition of two existing Departments because of the intimate co-ordination which it will make possible.

HISTORY OF THE DEPARTMENT UP TO 1941

The Agricultural Department began in 1926 with the appointment of an agricultural graduate as Inspector of Agriculture. The work undertaken consisted mainly of propaganda and the supply of improved varieties of seeds, implements and manure. In 1929, the Irwin Agricultural Museum was opened and the Shahu Agricultural School started. The Agricultural Department made slow but steady progress during the next twelve years as the following statistics show:—

Year	Establishment	Farm	Agricultural School	Propaganda	Garden Dept.	Total
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1929-30	8,338	4,554	6,887	—	—	19,779
1932-33	6,416	1,337	2,745	375	—	10,873
1935-36	3,865	1,562	1,762	635	—	7,824
1939-40	5,429	1,483	2,434	623	—	9,969
1940-41	5,461	2,597	2,263	1,119	—	11,440

The Co-operative Department began in the year 1913 when His Highness Shree Shahu Chhatrapati Maharaj applied the Indian Co-operative Societies Act of 1912 to the Kolhapur State. The Kolhapur Urban Co-operative Bank was the first society to be organised and the movement progressed slowly till 1930 when there were 88 societies with 7,512 members and a working capital of Rs. 5,67,795. During the next ten years, however, progress was more rapid and towards the close of 1941, there were as many as 354 societies in the State with a membership of 34,062 and a working capital of Rs. 28,29,356. The staff of the Department was however, inadequate to cope with this increase in work and in 1941, a stage was reached when a comprehensive review of the whole field and a re-orientation of policy was felt to be absolutely essential.

THE PRELIMINARIES OF RE-ORGANIZATION (1941-45)

A scheme for the re-organization and expansion of the Agricultural and Co-operative Departments was undertaken in 1941. It was then that these Departments were amalgamated. A committee to advise Government on the re-organization of the co-operative movement in the State was appointed under the presidentship of Mr. B. V. Jadhav. The report of this committee is a valuable document; it gives an outline of the existing conditions and makes comprehensive proposals for reform. The combined Departments made rapid progress between 1941 and 1945 as the following statistics show:—

Year	Establishment	Farm	Agricultural School	Propaganda	Garden Dept.	Total
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1941-42	5,242	1,127	2,584	1,546	—	10,499
1942-43	5,210	1,550	3,975	2,730	—	12,465
1943-44	8,180	1,750	2,860	2,720	18,500	34,010
1944-45	13,000	5,000	7,470	8,000	21,600	55,070

On the 1st of January 1945, the Development Department was created. As the Regency Council attached great importance to the development of agricultural co-operation, the budget of these Departments was increased to Rs. 2,25,000 and a comprehensive programme undertaken. It is this programme that will be outlined in the paragraphs that follow.

LAND UTILISATION

The problem of land utilisation has recently attracted considerable attention. This was not a serious problem when land was available in abundance and the population had not yet grown to its present figure. Under such circumstances, it mattered little whether all available land was or was not fully utilised, but in modern times the problem of land utilisation has become extremely urgent and vital, particularly in countries like India. Our population has grown to twice the size of what it was one hundred years ago, yet the land under cultivation has not increased proportionately. In fact, the yield of the land has probably decreased owing to such factors as less or uncertain rainfall owing to the denudation of forests, soil erosion, insufficient manuring in spite of intensive exploitation, uneconomic holdings of land and the farmers' lack of interest in the soil as a result of the unsatisfactory position of land ownership and tendency. Consequently, the available per caput supply of food has been much reduced and this in turn has led to considerable under-nourishment of the majority of the people. Planners are, therefore, attaching the greatest importance to the problem of better land utilisation. Precise data are not yet available for Kolhapur, but there is enough evidence to show that there is vast room for improvement and that this improvement is urgent. Even a casual observer can see that good, fleshy soil is often included in forests; a piece of land is often shown as revenue waste when it could be used for grazing or growing minor forest produce and would improve considerably by being put under the Forest Department. Land which is highly suitable for agricultural purposes is being used for the construction of houses, etc.

A Land Utilisation Officer will, therefore, be appointed and it has been decided to draw up a programme of land utilisation and to execute it in a period of fifteen years. This programme will be carried out in three stages. The first stage is the formulation of the land utilisation policy of the Regency Council after sample investigations. The second stage is the training of senior officials of the Revenue, Forest and Agricultural Departments in land utilisation. The third stage is to carry out a land utilisation

survey of the State as a whole and to put the land utilisation policy into effect.

As already explained the area of the State has been divided into five different physical and climatic zones. Two sample villages will be taken from each zone and the Land Utilisation Officer will be asked to visit these villages and to prepare a detailed land utilisation report. This report will be a survey of the area of the village from the land utilisation point of view and will give information on the following items:—

1. Land utilisation as at present:
 - (a) The total area of the village.
 - (b) The total cultivated area.
 - (1) Area actually sown (to be shown separately as irrigated and unirrigated; under food crops and under money crops).
 - (2) Current fallow.
 - (c) The total forest area:
 - (1) Under the Forest Department (reserved and protected forests to be shown separately).
 - (2) Under other State departments.
 - (3) Private forests.
 - (4) Mango groves.
 - (5) Pastures.
 - (d) The total area of uncultivated land, other than current fallow and forests:
 - (1) Land likely to be useful for cultivation.
 - (2) Land that can be developed as forest.
 - (3) Land required for such purposes as building sites, burial grounds, roads, etc.
 - (4) Land inevitably lost such as tanks, rivers, *nulla* beds, etc.
2. Defects in the existing utilisation of land fully explained.
3. A detailed proposal for the better utilisation of the village land.

As soon as this report is ready, it will be printed and copies circulated to the members of the Regency Council, the Sarsubha, the Conservator of Forests and the Director of Agriculture, who will all visit the village and discuss the report of the Land Utilisation Officer on the spot. They will then approve of it with such modifications as they may think necessary. After this process has been repeated for all the ten villages selected as samples, the policy of the Regency Council in the matter of land utilisation will be formulated and published.

The next step in the programme will be to train all *Mamlats* and *Mahalkaris*, *Karbharis* of Jaghirs, Forest Range Officers, Agricultural Officers and Development Inspectors in land utilisation. Their training will consist of general lectures on land utilisation and they will be taken to villages where the land utilisation has been decided. They will also have to prepare land utilisation reports of one or two villages which will be carefully scrutinized. After this training these officers should be competent to undertake land utilisation on their own responsibility.

The third part of the programme will begin after the officers are trained. Each of them will be allotted a certain number of villages for which he will have to prepare a land utilisation report. These reports will be scrutinized by the special officer to be appointed and finally approved by the Regency Council. It is expected that this programme can be dealt with in a period of about five years beginning in June 1945. (Scheme No. AG-1.)

When this land utilisation survey of the State is complete, it will be possible to ascertain the exact area fit for development as agricultural land. Most of this area will already be under cultivation, but it is now roughly estimated that an additional 50,000 acres will be found available. On this assumption the following schemes have been drawn up:—

THE DEVELOPMENT OF LAND NOW UNDER CULTIVATION

This land can be developed mainly through contour-bunding and terracing. In the eastern tract of the State where rainfall is scanty and uncertain, contour-bunding will prevent soil erosion

and conserve moisture. An important part of the Development Plan is, therefore, to have all these lands contour-bunded within a specified period. Contour-bunding will be undertaken on the same lines as have been adopted by the Government of Bombay in the Bijapur District. This work will be taken up in the eastern part of the Shirol Peta and the Raibag and Katkol Mahals during the first fifteen years of the Development Plan. It will then be extended to other parts of the State. (Scheme No. AG-2.)

To supplement mass contour-bunding it is proposed to assist individual farmers who want to bund their fields. They will be given technical advice, loans at low or no interest and subsidies. (Scheme No. AG-3.)

In the western tract of the State, contour-bunding will not be of much use, but bench-terracing will have to be done on a large scale. Here, too, individual farmers will be given the same help as is to be provided for private contour-bunding. (Scheme No. AG-4.)

BRINGING MORE LAND UNDER CULTIVATION

Practically all good land is already cultivated. Most of what remains is of medium or poor quality. The development of this land will require a large initial expenditure and will not, for some years, bring a proportionate return. But the need to grow more food is so vital and urgent that the work must be undertaken in spite of the low remuneration in the initial stages. The following methods will be adopted:—

- (a) Some of this land will be given to such returned soldiers as care to have it. Financial assistance will be provided for the initial development and a scheme will be drawn up for the remission of land revenue until such time as the land is properly developed and its cultivation begins to pay. (Scheme No. AG-5.)
- (b) An attempt will be made to settle landless agricultural labour, many of whom belong to the scheduled castes, on such land. Concessions similar to those offered to returned soldiers will be given subject to

- the proviso that in cases where interests conflict the claims of returned soldiers will be given priority and preferential consideration. (Scheme No. AG-6.)
- (c) Similar encouragement will be given to farmers who own insufficient land and who wish to cultivate more. The assistance given to such persons will be on a smaller scale and their claims will only be considered after the needs of persons belonging to classes (a) and (b) are satisfied. (Scheme No. AG-7.)
- (d) Government will also have some cultivable, but as yet uncultivated, land developed by the Agricultural Department. Such land will later go to individuals or joint-farming societies. For this purpose tractors will be purchased and maintained and rented to farmers when not used by the Department. (Scheme No. AG-8.)

IRRIGATION

By far the largest scope for the improvement of agriculture lies in increasing the irrigation facilities of the State. Fortunately there are immense resources of water from the several rivers and streams that rise in the Western Ghats and flow through State territory. If full advantage is taken of these rivers and streams the facilities for irrigation can be enormously increased. The Regency Council will, therefore, devote their utmost attention to this problem and are prepared to spend a large share of available funds on its solution. The following schemes have been drawn up:—

- (a) To hold an eye-survey of all the river valleys in the State to obtain a rough idea of the sites which are likely to be suitable for constructing bunds or dams across rivers and nullas. At Government's request Mr. S. B. Tyabji, Retired Superintending Engineer of the Bombay Province, and Mr. B. R. Sardesai, Retired Executive Engineer, Bombay Province, made an eye-survey of the Kumbhi River. It is proposed to obtain the assistance of these gentlemen for a further period to make an eye-survey of all river valleys. (Scheme No. AG-9.)

- (b) As a result of the recommendations made by Messrs. Tyabji and Sardesai, the Regency Council will appoint two parties of surveyors under a competent engineer for carrying out preliminary investigations on irrigation possibilities in the State. This scheme will take about three years and is estimated to cost Rs. 70,000. When these surveys have been carried out, a list of major and minor irrigation works will be drawn up and their order of priority fixed. (Scheme No. AG-10.)
- (c) The Regency Council have already decided to undertake a number of major irrigation projects. Some of these schemes will be useful for generating hydro-electricity or for supplying drinking water to towns and villages, but this will be treated as of secondary importance and the schemes will be planned mainly to bring more land under irrigation. It is proposed to finance most of these schemes through loans as they will pay their own way. If it is found that any scheme cannot do this, a part of its cost will be debited to general revenues. (Scheme No. AG-11.)
- (d) A major irrigation scheme known as the Radha-nagari Hydro-electric Scheme has already been undertaken. This project will provide irrigation for about 16,000 acres of land, produce a considerable amount of electricity and supply drinking water to Kolhapur City. It is estimated to cost Rs. 150 lakhs and will be completed by about 1951. (Scheme No. PW-1.)
- (e) The Regency Council have already undertaken an Emergency Irrigation Scheme for about 10,000 acres of land. Details are as follows:—
- (1) At suitable places masonry weirs for storing water are being constructed on the Panch-ganga River.
 - (2) Electric pumping sets will be erected on the banks of rivers and water will be pumped

through Hume-pipe pumping mains and *pogar* lines.

- (3) A transmission line with branch lines will be laid along the bank of the Panchganga from Kolhapur to Shirol to supply electricity to these pumps.

- (4) A power house with five diesel generating sets of 440 H.P. and 270 K.W. capacity will be erected at Kolhapur.

The scheme is estimated to cost Rs. 26,00,000. (Scheme No. PW-2.)

- (f) Besides major irrigation projects, a large number of minor irrigation works can be constructed by building tanks in the western part of the State where the topography is ideal for this purpose. Investigations have already been undertaken and preliminary data on suitable sites are now being collected by the Revenue Department. Proposals will be examined by a separate division soon to be established for this purpose. A priority list of works will be drawn up. A lumpsum of Rs. 50,00,000 has been provided in the Development Plan. (Scheme No. AG-12.)
- (g) In certain parts of the State percolation tanks will be very useful. Preliminary investigations are at present being carried out. For this a lumpsum of Rs. 10,25,000 has been provided. (Scheme No. AG-13.)
- (h) In order to encourage irrigation by wells a scheme for giving subsidies for the sinking of new wells or for special repairs to existing ones has been drawn up. Farmers wishing to sink new wells or to repair existing ones in their fields for irrigating crops will be subsidized to the extent of one-third of the cost or Rs. 500, or in the case of repairs Rs. 250, whichever is less. For this scheme Rs. 5,00,000 has been provided. (Scheme No. AG-14.)

- (i) The Regency Council have also sanctioned a scheme whereby Government will sink wells in the lands of private individuals and then recover the whole amount spent, without interest, in instalments by increasing the revenue on the land which the well is irrigating. For this scheme the Development Plan provides Rs. 8,00,000. (Scheme No. AG-15.)

INCREASING THE PRODUCTION OF MANURE AND POPULARISING ITS USE

Agriculture is very intensively practised in Kolhapur State, consequently, there is a great shortage of manure, and agriculturists import large supplies of ammonium sulphate and groundnut cake. This shortage is expected to increase when greater irrigation facilities are provided by the State. Manure will, therefore, have to be produced locally on the largest possible scale. The following schemes have been drawn up:—

- (a) At present, the Kolhapur Municipal Borough is the only Municipality which prepares compost manure from town waste. It is intended to encourage other Municipalities and Village Panchayats to do the same by giving them subsidies for this purpose. (Scheme No. AG-16.)
- (b) In the forest areas of the State, a good deal of vegetable matter is allowed to go to waste. The Regency Council have, therefore, decided to educate farmers in these areas to collect all this vegetable matter and to convert it into manure by the compost method. A few villages will be selected for demonstration. At each village a compost manufacture centre will be established and be in charge of a trained *kamgar*. Waste material, useful for compost, will be purchased from the farmers, converted into manure and then sold. The scheme will be a losing concern, but it will be adopted to educate villagers in the methods of manufacturing compost manure from easily available local material. (Scheme No. AG-17.)

- (c) The above scheme (AG-17) has three main difficulties: Firstly, villagers will generally be unwilling to collect material for the manufacture of compost and to sell it to departmental officers. Secondly, it is often difficult to fix a reasonable price for such material. Thirdly, the loss sustained in the scheme is rather heavy. The Regency Council have, therefore, devised an alternative. A few suitable sites will be selected in villages where the experiment is undertaken; the Agricultural Department will dig pits on these sites entirely at its own cost; a pit will then be assigned to each family in the village who will be required to throw all their waste into that particular pit throughout the year and thus manufacture compost according to the instructions given by the Agricultural Department. This manure will belong to the family who may use it for their own needs or sell it. It is expected that this scheme will be more successful in those villages where a Village Panchayat has been established and can enforce sanitary regulations. (Scheme No. AG-18.)
- (d) Besides the schemes mentioned in (b) and (c) the Regency Council have sanctioned a scheme whereby farmers who prepare compost manure strictly according to instructions given by the Agricultural Department will be given subsidies at prescribed rates. (Scheme No. AG-19.)
- (e) At present, bones are collected and exported while bone-meal is imported on a fairly large scale. In order to prevent this, it has been decided to give a subsidy to a factory which will be established at Kolhapur by the "Shetkari Sahakari Kharedi Wikri Sangh." The subsidy will cover the initial expenditure for setting up the factory and will be given to the Sangh on condition that it is repaid in full, but without interest, in a period of ten years. Government will provide a suitable site free of charge.

The Sangh will be obliged to purchase bones collected by villagers at prices fixed by Government and to give the Agricultural Department the first right to purchase such quantities of bone-meal as are required for propaganda purposes. (Scheme No. AG-20.)

- (f) The Agricultural Department has selected a number of centrally situated villages where a *ghani* for crushing bones will be constructed. This *ghani* will be available to farmers on payment of a nominal rent. Alternatively the Department will purchase all bones delivered to this *ghani*, convert them into bone-meal and either sell the manure or use it for propaganda purposes. (Scheme No. AG-21.)
- (g) In the western tracts of the State, the villagers use fuel-wood for making *rab*, thereby depleting the forests to a considerable extent. Steps will, therefore, be taken to popularise the use of ammonium phosphate as a substitute for *rab* and for manuring paddy fields. (Scheme No. AG-22.)

INTRODUCING IMPROVED METHODS, IMPLEMENTS AND SEEDS

Under this head the following schemes have been sanctioned:—

- (a) Co-operative Societies will be encouraged to stock improved implements, insecticides and fungicides and to make them available to local farmers at as cheap a rent or price as possible. The initial capital required for these depots will be raised partly by the Co-operative Societies and partly by grants or loans without interest given by Government. Officers of the Agricultural Department will help these depots and closely supervise their working. (Scheme No. AG-23.)
- (b) Kolhapur State is not in a financial position to establish research stations for the improvement of seeds. Full advantage will therefore be taken of research carried out by the Government of India

and the Government of Bombay in the neighbouring districts of Ratnagiri, Belgaum, Satara and Bijapur. As similar physical and climatic conditions prevail, methods recommended in these districts will most probably be successful in Kolhapur. Selected farmers will be induced to try improved varieties of seeds. Farmers who agree to undertake such experiments will be given a subsidy at a prescribed rate and will be guaranteed compensation against any loss they may incur. Such experiments will be carefully watched by the Department. (Scheme No. AG-24.)

- (c) As soon as a new variety proves to be a success in these experiments, steps will be taken to multiply it and to popularise its use. The Regency Council have sanctioned a scheme for developing "Seed Villages", and legislation has been passed empowering Government to compel cultivators in particular areas to use only specified varieties of seed. (Scheme No. AG-25.)
- (d) Kolhapur State produces *gur* on a very large scale. The Agricultural Department has selected an improved type of furnace which saves fuel. A scheme to popularise this type of furnace has been sanctioned. (Scheme No. AG-26.)

AGRICULTURAL FINANCE

In the development of agriculture one of the most important and most difficult problems is that of rural indebtedness. The best method of dealing with it is to make the agriculturists solvent by increasing their productive capacity. The various schemes outlined in this Plan will, it is hoped, to some extent achieve this object. At the same time it is necessary to undertake a scheme for the adjustment of existing debts and to provide better financing facilities. For this the following schemes have been sanctioned:—

- (a) A set of rules known as "State Aid to Agriculturists Rules, 1945," has been drawn up. The object

of these rules is to introduce a simplified procedure for granting loans to agriculturists for the development of agriculture. The rules provide for granting loans at reduced rates of interest in deserving cases and for repayment over a fairly long period. (Scheme No. AG-27.)

- (b) It is proposed to apply the Bombay Agriculturists Debtors' Relief Act, 1939, to the Kolhapur State. A Bill to this effect was introduced in the last session of the Kolhapur Legislative Assembly. It has been referred to a Select Committee. (Scheme No. AG-28.)
- (c) Various schemes to encourage the co-operative movement will be described in the closing paragraphs of this chapter.
- (d) A proposal to adopt some far-reaching schemes for relieving rural indebtedness is under the consideration, but it has been decided to postpone decisions until the report of the Committee appointed by the Government of India to consider this problem has been published.

THE DEVELOPMENT OF HORTICULTURE

The Regency Council will encourage the planting of fruit trees and the growing of vegetables on a much larger scale than hitherto. To do this a Horticultural Section has been opened in the Agricultural Department and has been placed under a qualified horticulturist. (Scheme No. AG-29.) The Horticultural Section has been divided into four branches. The first of these is "The Garden Department". It is in charge of all State and Municipal gardens in Kolhapur City. It gives advice to the public regarding the management of gardens and trains *malis* for the State Department as well as for private individuals. (Scheme No. AG-30.) The second branch is concerned with the establishment and management of a Central Nursery at Kolhapur. This nursery will raise grafts and seedlings of fruit trees for farmers. (Scheme No. AG-31.) The third branch is entrusted with the work of multiplying fruit trees. It supplies grafts and

seedlings to farmers in accordance with rules framed for the purpose. It also gives assistance to individuals who want to develop orchards. (Scheme No. AG-32.) The fourth branch of the Horticultural Section deals with the production of vegetables. It stocks and distributes seeds of vegetables to State subjects and gives technical guidance in kitchen gardening. (Scheme No. AG-33.)

TREE-PLANTING

In order to encourage land-owners to plant more trees the Regency Council have sanctioned the following schemes:—

- (a) The Agricultural Department organises a Tree-Planting Day on the 14th of July of each year. Seeds, seedlings and grafts are supplied to agriculturists on a lavish scale and they are given every inducement to plant them on their lands. (Scheme No. AG-34.)
- (b) Apart from the celebration of Tree-Planting Day, the Agricultural Department is working out a scheme for the intensive planting of trees in selected areas. Under this scheme a few villages will be selected every year and in them trees will be planted on a very large scale. Officers of the Agricultural Department will continue to visit these villages for five consecutive years to see that the trees are properly cared for until they have established themselves. (Scheme No. AG-35.)

COTTAGE INDUSTRIES

Agriculture alone cannot maintain the farmer because the average holding is too small; he must, therefore, resort to subsidiary occupations. Cottage industries such as oil-crushing, spinning, weaving, bee-keeping, rope-making, growing fruit and vegetable and animal husbandry will serve this purpose. The role of the State in the development of these cottage industries will be as follows:—

- (a) To train agriculturists in the use of improved methods.

- (b) To give financial assistance on reasonable terms for starting such industries.
- (c) To assist the farmers in securing raw materials at the lowest possible price.
- (d) To assist in the sale of manufactured goods.

The following schemes have been sanctioned:—

- (a) A scheme to encourage bee-keeping. (Scheme No. AG-36.)
- (b) The organization of a Central Poultry Farm in Kolhapur. (Scheme No. AG-37.)
- (c) A scheme to develop poultry farming in the mofussil. (Scheme No. AG-38.)

A proposal to introduce sericulture into the State is at present under consideration. The Mysore Government has been asked to lend Kolhapur the services of a trained officer and it is hoped that with his assistance concrete proposals can be framed shortly. (Scheme No. AG-39.)

AGRICULTURAL EDUCATION AND PROPAGANDA

In order to spread more knowledge of modern methods and problems of agriculture the following schemes have been sanctioned:—

- (a) The re-organisation of the Shahu Agri-Forestry School at Kolhapur, so as to make provision for training subordinate officers of the Agricultural and Forest Departments, short training courses for agriculturists and training primary teachers in agricultural subjects and conducting refresher courses for them. (Scheme No. AG-40.)
- (b) To expand and modernise the farm attached to the Agri-Forestry School, Kolhapur, by building a hostel for students, staff quarters and starting a model poultry farm. (Scheme No. AG-41.)
- (c) Establishing Taluka demonstration centres in selected villages. (Scheme No. AG-42.)

- (d) Establishing demonstration plots in selected villages. (Scheme No. AG-43.)
- (e) Organising short-term training classes for agriculturists. (Scheme No. AG-44.)
- (f) Publishing pamphlets, bulletins and books on agriculture and seeing that important information reaches the farmer through newspapers and periodicals. (Scheme No. AG-45.)

EXPANDING THE AGRICULTURAL DEPARTMENT

It is obvious that if all the work described above is to be carried out efficiently and on the scale contemplated, the staff of the Agricultural Department will have to be considerably increased. A scheme for expansion has therefore been sanctioned. (Scheme No. AG-46.)

THE RE-ORGANISATION OF THE CO-OPERATIVE MOVEMENT

The Committee on Co-operation to which a reference has already been made reviewed the entire work of the Co-operative Department and made several far-reaching suggestions for reform. Its report has been considered by the Regency Council and has been generally approved. Several schemes have, therefore, been devised to carry out the recommendations made and these will be briefly described in the paragraphs that follow.

THE KOLHAPUR STATE CO-OPERATIVE BANK

Until very recently, there was no central agency to finance co-operative societies. In order to remedy this deficiency the Committee on Co-operation suggested the establishment of a Kolhapur State Co-operative Bank in Kolhapur City. This recommendation has been accepted by Government and the bank has already begun to function. The Regency Council propose to assist this bank in all possible ways and to develop it into a central agency for financing all co-operative societies in Kolhapur State. (Scheme No. CP-1.)

CO-OPERATIVE IRRIGATION SOCIETIES

It is commonplace that education and training in co-operation have to be organised on a sound and broad basis

if the co-operative movement is to succeed. With this in view, the Regency Council have sanctioned a proposal to organise a Central Co-operative Institute at Kolhapur. Its main object will be to bring together the various workers in the field of co-operation and to spread co-operative education. Government have decided to give this Institute a site free of charge and to make a non-recurring grant for building and a recurring grant for maintenance. (Scheme No. CP-2.)

ORGANISING A CO-OPERATIVE DISTRICT INDUSTRIAL ASSOCIATION AT KOLHAPUR

On the recommendation of the Committee Government have decided further to extend the co-operative movement and to cover new ground. Cottage and small scale industries will be run on a co-operative basis. To do this it has been decided to organise a District Industrial Association with the following objectives:—

- (a) To organise Primary Industrial Co-operatives and to affiliate them.
- (b) To conduct training classes for cottage and small scale industries.
- (c) To purchase and supply raw materials for these industries.
- (d) To run an emporium at Kolhapur for the sale of goods produced in Kolhapur State by cottage and small scale industries.
- (e) To establish a sales organisation.

The Association has already been formed and is being registered. It will be given a grant-in-aid in the first years. (Scheme No. CP-3.)

INDUSTRIAL CO-OPERATIVES

As soon as the District Industrial Association begins to function, it is proposed to organise a number of co-operatives for such industries as oil-crushing, pottery etc. About 35 societies for weavers have already been formed and this number will soon be increased. The scheme proposes to establish at

least one industrial co-operative for each type of industry existing in the State. (Scheme No. CP-4.)

HOUSING SOCIETIES

As a result of the war there has been a great increase in urban population. Demobilisation will bring about a further increase because returned soldiers will try to find employment in the towns. In order to cope with the urban housing problem and to provide cheap and sanitary houses for the middle and lower classes co-operative housing societies will be started. One such society has already been formed in Kolhapur City and about twenty applications are under consideration. (Scheme No. CP-5.)

The Development Plan will provide irrigation for many thousands of acres and will include many small holdings, the owners of which will find it uneconomical to establish their own pumping units. A scheme has, therefore, been sanctioned for the establishment of co-operative irrigation societies. By this scheme, several farmers whose holdings are at one place may join together to buy a pump and make co-operative arrangements for irrigating their lands. (Scheme No. CP-6.)

MULTI-PURPOSE SOCIETIES

It is proposed to organise multi-purpose societies in villages. The minimum work a co-operative society in a village ought to do is to grant loans and to stock and distribute seeds and manure as well as improved agricultural implements. In addition to this, however, some societies may be in a position to purchase the day-to-day requirements of their members on a co-operative basis. As a result of the rationing system a number of co-operative societies are already supplying food-grains and cloth. It is proposed to keep up this practice even after the controls are abolished. Arrangements have already been made to train co-operative secretaries for these societies in the new type of activity it is proposed to entrust to them. Arrangements have also been made to make the necessary finance available. (Scheme No. CP-7.)

JOINT-FARMING SOCIETIES

The Department of Agriculture and Co-operation has undertaken a scheme for establishing joint-farming societies as an experiment. A compact block of 100 acres will be leased out and cultivated as a joint farm. The idea is new and the experiment will be tried only in a few places where reliable and efficient workers are available. (Scheme No. CP-8.)

ENCOURAGING INDIGENOUS FORMS OF CO-OPERATION

There are two forms of indigenous co-operation in Kolhapur State. The first is known as the *Mushti Fund* by which the people in a village contribute one handful of food-grains every day to a common grain store which is utilised for advancing temporary loans to members. The other is known as a *Bhishi* which is a sort of co-operative scheme for compulsory saving. The Committee on Co-operation recommended that both these forms of indigenous co-operation should be recognised and developed. This recommendation has been approved by the Regency Council and a scheme to that effect has been sanctioned. (Scheme No. CP-9.)

LIABILITY LIMITED BY GUARANTEE

The Committee on Co-operation recommended that the unlimited liability of village societies should be substituted by a "Liability Limited by Guarantee". This fundamental recommendation has been accepted by Government and steps are being taken to work it out. (Scheme No. CP-10.)

SPECIAL TYPES OF SOCIETIES

In order to meet the special requirements of particular classes Government have sanctioned a proposal to organise special types of societies. The schemes so far sanctioned are as follows:—

- (a) Separate co-operative societies for sugarcane growers who need much bigger loans than ordinary agriculturists. (Scheme No. CP-11.)
- (b) Separate societies for growers of betel-leaves who require not only finance but also a co-operative sales organisation. (Scheme No. CP-12.)

- (c) Salary-earners need separate societies. Government Departments and Local Bodies will be taken as separate units each having their own society. This will simplify the advancing of loans and the recovery of instalments. (Scheme No. CP-13.)

RE-ORGANISATION OF THE CO-OPERATIVE DEPARTMENT

All these new activities make a re-organisation of the staff and the working of the Co-operative Department necessary. The Committee on Co-operation have recommended that the distinction between Inspectors of Co-operative Banks, Auditors of the Government Co-operative Department and Supervisors of the Unions established by the societies should be abolished and that they should be fused into a single cadre of "Co-operative Officers" each of whom will be entirely responsible for the working of the societies assigned to him. This suggestion has been accepted and a general proposal to expand the staff of the Department has been sanctioned. (Scheme No. CP-14.)

THE FINANCIAL IMPLICATION

In the foregoing paragraphs 60 different schemes have been described of which 46 are from the Agricultural Department and 14 from the Co-operative Department. The financial implication of these schemes is given in the following table:—

No. of the Scheme	Name of the Scheme	Total Expenditure in thousands of Rs.	
		Non-recurring	Recurring
AG-1	Land Utilisation Survey	100	—
AG-2	Contour-bunding	1,000	—
AG-3	Assistance to individual farmers for contour-bunding	100	—
AG-4	Assistance to farmers for bench-terracing	100	—
AG-5	Land for returned soldiers	7,000	—
AG-6	Land for landless labourers particularly from the scheduled castes		
AG-7	Land for farmers with uneconomical holdings		

No. of the Scheme	Name of the Scheme	Total Expenditure in thousands of Rs.	
		Non-recurring	Recurring
AG-8	Tractor ploughing	100	5
AG-9	Eye-survey of valleys	5	—
AG-10	Preliminary survey of river valleys	70	—
AG-11	Major irrigation works	5,000	—
AG-12	Minor irrigation works	3,000	—
AG-13	Constructing percolation tanks	1,000	—
AG-14	Subsidies to farmers for sinking irrigation wells	500	—
AG-15	Departmental sinking of wells in private lands for irrigation	1,500	—
AG-16	Preparing manure out of town waste	50	1
AG-17	Compost making on a large scale	—	5
AG-18	Compost making on village sites	—	5
AG-19	Subsidies to individuals for making compost	—	5
AG-20	A bone-meal factory	—	—
AG-21	Collecting bones and erecting <i>ghanis</i>	100	1
AG-22	Popularising chemical fertilizers for paddy	—	2
AG-23	Implement, insecticide and fungicide depots	100	1
AG-24	Experimental improvement of seeds	10	16
AG-25	Multiplication of improved varieties		
AG-26	Constructing improved <i>gur</i> furnaces	10	—
AG-27	"State Aid to Agriculturists Rules"	—	—
AG-28	Applying the Bombay Agriculturists Debtors' Relief Act	—	—
AG-29	The Horticultural Section	—	—
AG-30	Gardens in Kolhapur City	—	25
AG-31	A Central Nursery	25	15
AG-32	Increasing the production of fruit...	—	—
AG-33	Increasing the production of vegetables	—	1
AG-34	Planting trees	—	1

No. of the Scheme	Name of the Scheme	Total Expenditure in thousands of Rs.	
		Non-recurring	Recurring
AG-35	Intensive tree-planting in selected areas ...	—	1
AG-36	Encouraging bee-keeping ...	10	1
AG-37	A Central Poultry Farm ...	20	6
AG-38	Encouraging poultry farming in the mofussil ...	—	2
AG-39	Sericulture ...	5	—
AG-40	Re-organising the Agri-Forestry School ...	60	6
AG-41	Extending the farm of the Agri-Forestry School ...	35	4
AG-42	Demonstration centres in selected villages ...	—	15
AG-43	Demonstration plots ...	—	2
AG-44	Training classes for farmers ...	—	1
AG-45	Publishing pamphlets and books and agricultural publicity ...	—	1
AG-46	Expanding the Agricultural Department ...	—	75
Total for agriculture ...		19,900	200
CP-1	The Kolhapur State Co-operative Bank ...	40	—
CP-2	Co-operative training and education ...	50	5
CP-3	A District Industrial Association ...	10	3
CP-4	Industrial co-operatives ...	—	—
CP-5	Housing societies ...	—	—
CP-6	Irrigation societies ...	—	—
CP-7	Multi-purpose societies ...	—	10
CP-8	Joint-farming societies ...	—	—
CP-9	Encouraging indigenous forms of co-operation ...	—	—
CP-10	Organising village societies on liabilities limited by guarantee ...	—	—
CP-11	Sugarcane growers societies ...	—	—

No. of the Scheme	Name of the Scheme	Total Expenditure in thousands of Rs.	
		Non-recurring	Recurring
CP-12	Betel-leaf growers societies ...	—	—
CP-13	Salary earners societies ...	—	—
CP-14	Re-organising the Co-operative Department ...	—	32
Total for co-operation ...		100	50
Grand total for agriculture and co-operation ...		20,000	250

CONCLUSION

It will thus be seen that large funds and a high priority have been given to the schemes of the Agricultural and Co-operative Department. The Regency Council feel that they are fully justified in giving productive schemes of this nature the first place in their Development Plan.

CHAPTER VI

COMMERCE AND INDUSTRIES

Kolhapur being predominantly agricultural the possibilities of industrial development are limited. The majority of the people will continue to depend upon agriculture for their livelihood. It is for this reason that special importance has been given to agriculture and cottage industries in this Plan. But however much agriculture may be developed it will never give full employment to the growing population. It is, therefore, absolutely necessary to develop commerce and industries in order to relieve the population pressure on the land and incidentally raise the standard of living by opening new sources of wealth. The Regency Council have, therefore, decided to exploit every possibility of industrial development.

A DEPARTMENT OF COMMERCE AND INDUSTRIES

On the 1st of February, 1945, a Department of Commerce and Industries was created. Its activities are as follows:—

- (a) To manage the commercial activities of the State, namely, the Kolhapur State Railway and the Shri Shahu Chhatrapati Spinning and Weaving Mills, Kolhapur.
- (b) To undertake and execute schemes for the expansion of existing large scale industries and for organising new ones.
- (c) To undertake and execute schemes for the expansion of existing small scale and cottage industries and for starting new ones.
- (d) To maintain a statistical service for the Kolhapur State.
- (e) To enforce legislation regarding labour welfare.
- (f) To conduct research on large, small and cottage industries in the State.

- (g) To undertake and execute schemes for training industrial workers.
- (h) To take such general steps as may be desirable for the further development and promotion of industries in the State.

The Head of this Department is the Director of Commerce and Industries; he is assisted by a Labour Officer and has been given the necessary subordinate staff. The Labour Officer was deputed to Bombay for training in all aspects of labour welfare and has just returned. The Director of Commerce and Industries is at present studying the Industries Departments of the Province of Bombay and the States of Mysore and Baroda. (Scheme No. CI-1.)

THE KOLHAPUR STATE RAILWAY

There are not many prospects of railroad development in Kolhapur. A suggestion that has often been made is to extend the railway from Kolhapur to some port on the western coast. This is a costly project and would be beyond the financial resources of the State. The Regency Council have, however, decided to request the Government of India to investigate this proposal. A few minor projects of railroad development in which the Province of Bombay and several S.M.C. States are interested were discussed in a conference of all the S.M.C. States held at the Kolhapur Residency and are now under consideration. (Scheme No. CI-2.)

THE SHRI SHAHU CHHATRAPATI SPINNING AND WEAVING MILLS LTD., KOLHAPUR

The Mills are owned by the State and their management is entrusted to Messrs. James Finlay and Co., Bombay. The Managing Agents are paid Rs. 1,000 per month office allowance and a commission of 10 per cent. on the "net profits" as defined in section 87c (3) of the Kolhapur Companies Act, 1943, with a minimum guarantee of Rs. 20,000 per annum. The term of agreement with Messrs. James Finlay and Co. expired on the 31st of October, 1945, but has been renewed by Government for a further period of five years.

The following problems of the Shri Shahu Chhatrapati Mills are under consideration:—

- (a) In order to provide land for future expansion, additional space will have to be reserved in the immediate neighbourhood of the Mills. (Scheme No. CI-3.)
- (b) It is urgently necessary to replace much of the present machinery. (Scheme No. CI-4.)
- (c) It is desirable to expand the capacity of the Mills. (Scheme No. CI-5.)
- (d) It is necessary to provide quarters for mill workers. (Scheme No. CI-6.)

Detailed proposals for all these schemes have been drawn up.

THE POLICY OF THE STATE CONCERNING LARGE SCALE INDUSTRIES

The Regency Council do not favour the undertaking of large scale industries by Government. They have, therefore, announced that private enterprise will be given full encouragement and that applications from the public (preferably from State subjects) for promoting new industries or for expanding existing ones will receive the sympathetic consideration and the full support of the Regency Council.

THE KOLHAPUR SUGAR MILLS LTD.

Sugarcane is the most important money-crop of the State. It is estimated that about 30,000 acres are under sugarcane cultivation in the State. The *gur* prepared in Kolhapur is of a very high quality and has a large market in the Bombay Province and in Gujarat. *Gur* manufacture is the State's most important industry.

The Kolhapur Sugar Mills Ltd. is the only sugar mill in the State. It works seasonally from November to April and handles about 500 tons of sugarcane per day. It also manufactures about 800 gallons of rectified spirit daily from waste molasses. The Mills are a private concern, but the following projects are a

matter for Government's consideration:—

- (a) It is necessary to increase the capacity of the Mills to meet the growing demand for sugar and it is proposed to raise the capacity to 750 tons per day. (Scheme No. CI-7.)
- (b) It is necessary to modernise the pumping plants and the irrigation methods of the Mills. It is, therefore, proposed to replace the diesel engines by electric pumping plants and the *pogar* lines by Hume-pipes. (Scheme No. CI-8.)
- (c) The Mills require more land to accommodate the proposed extensions and to build quarters for the staff. (Scheme No. CI-9.)
- (d) It is proposed to acquire two weirs on the Panch-ganga River which now belong to the Sugar Mills. (Scheme No. CI-10.)
- (e) The management of the Mills are anxious to undertake the manufacture of certain articles related to the sugar industry such as confectionery and pharmaceuticals. (Scheme No. CI-11.)

OTHER PROPOSALS REGARDING THE SUGAR INDUSTRY

It is possible to establish at least one more sugar mill in the Kolhapur State and a proposal to this effect is under consideration. (Scheme No. CI-12.) Either of two conditions must, however, be fulfilled if a sugar factory is to work satisfactorily. Either the factory must own sufficient land for growing sugarcane in its immediate neighbourhood or the cultivators in the vicinity must co-operate with the factory, grow cane according to its requirements and sell their produce to the factory at prescribed rates. The first alternative is not practicable because it is not possible to purchase or acquire sufficient land. The second alternative should work well if cultivators are given an interest in the factory for which they grow the cane. Government is at present considering a scheme of this nature. (Scheme No. CI-13.)

STARTING A NEW TEXTILE MILL IN KOLHAPUR STATE

A company wishing to start a new spinning and weaving mill in Kolhapur have approached the Regency Council with a request for certain privileges and concessions. Their proposals are under consideration. (Scheme No. CI-14.)

DEVELOPING THE SARI INDUSTRY AT ICHALKARANJI

The *sari* industry at Ichalkaranji has made very good progress. There are, in this town, more than 80 mills for weaving *saris*. The total number of looms is about 2,000 and the number of workers employed about 4,000. The total value of *saris* manufactured is estimated at Rs. 45,00,000 per annum. The Regency Council are considering several proposals for the further development of this industry. These proposals include:—

- (a) Creating a separate industrial zone at Ichalkaranji where all these factories should be located.
- (b) Arranging for an adequate supply of yarn, water and power to these factories.
- (c) Starting a modern dyeing factory at Ichalkaranji. (Scheme No. CI-15.)

THE VEGETABLE GHEE INDUSTRY

Another important money-crop covering an area of more than one lakh of acres is groundnuts. The State produces about 35,000 tons annually. At present much of the groundnut crop is exported while vegetable oil and oil products are imported on a large scale. In order to prevent this, Government have decided to give assistance to the manufacture of vegetable *ghee* in Kolhapur and to the establishment of more oil mills in the State. This industry will not only add to the prosperity of the State but will also make the large quantity of groundnut cake required for sugarcane cultivation locally available. A limited company known as the Ratnakar Industries has been formed at Kolhapur with the object of starting a factory for the manufacture of vegetable *ghee* products. A plant of 3,000 tons capacity has been granted to this company by the Government of India in the programme of immediate expansion. The Regency Council will give this concern a suitable site in the industrial zone. (Scheme No. CI-16.)

The United Agencies Ltd., Kolhapur, also propose to start a plant for the manufacture of vegetable *ghee*. Their request has been sanctioned by Government but their claims for machinery etc., will be considered after the requirements of the Ratnakar Industries have been met. (Scheme No. CI-17.)

A new oil mill has been started at Jaysingpur and the Regency Council have granted a site, free of charge, to this concern. (Scheme No. CI-18.)

AN INDUSTRIAL ZONE IN KOLHAPUR CITY

In order to locate the large scale industries that are to be started at Kolhapur, it is proposed to create an Industrial Zone as a part of the City Extension Scheme. For this an area of about 300 acres has been selected in the north-east of the City. This area has been selected because it is to the leeward of the existing city and most of the land is uncultivable waste. The site is bounded by the existing Poona-Bangalore Road on two sides, by the railway on the third side and by the proposed Poona-Bangalore Diversion Road on the fourth side. This area will be acquired by Government; roads, railway sidings, etc., will be laid out and it will be divided into suitable plots. The size of each plot will depend upon the requirements of the industry concerned. These plots will be given at the cost of their development. (Scheme No. CI-19.)

ENCOURAGING SMALL INDUSTRIES

There are many small industries in Kolhapur State, they are being surveyed and their special needs are being investigated. Meanwhile, it has been decided to undertake a scheme for giving encouragement to the tanning industry in Kolhapur. (Scheme No. CI-20.) Another scheme for granting suitable plots to small scale industries in Kolhapur City forms a part of the City Extension Scheme. (Scheme No. CI-21.)

COTTAGE INDUSTRIES

There is considerable scope for the development of cottage industries. Weaving, oil-crushing, paper-making, bee-keeping, the manufacture of articles from bamboo, bangle-making, the manu-

facture of silver and copperware, rope-making from sisal fibre, are some of the industries that either already exist or that can be greatly developed in the State. A comprehensive survey of cottage industries based on the report of the Bombay Industrial and Economic Enquiry Committee will be held and is expected to be complete by the end of 1946. Further action will be planned after this survey, but it can be stated now that the Regency Council are most eager to develop cottage industries to their fullest extent and are prepared to give every kind of encouragement and help to those that already exist and to the inauguration of new branches of such industries. (Scheme No. CI-22.)

A STATISTICAL SERVICE

In order to assist in the development of industries and in order to enable Government to assess the industrial position from time to time a modern and efficient statistical service will be started. The Kolhapur Statistics Act, 1945, has already been enacted and rules are being framed. The work will be done by the Statistical Department to which reference has already been made in chapter III. (Scheme No. CI-23.) Index figures for the cost of living in Kolhapur City will be compiled and published monthly. This will cost Rs. 2,500 recurring and the work will be done by the Labour Department. (Scheme No. CI-24.)

ASSISTANCE TO SMALL AND COTTAGE INDUSTRIES

Under the Kolhapur State Aid to Industries Rules, 1945, loans not exceeding Rs. 10,000 will be granted at specially reduced rates of interest for assisting small and cottage industries. (Scheme No. CI-25.) A proposal to give subsidies in cash or in kind to persons wishing to start small industrial enterprises is under consideration. (Scheme No. CI-26.) The Regency Council have approved of a scheme to grant stipends to selected students for undergoing training in small or cottage industries. (Scheme No. CI-27.)

LABOUR WELFARE

The Province of Bombay stands first in India as having the most up-to-date and progressive legislation on labour welfare. All legislation passed in the Province of Bombay has been applied to the Kolhapur State. (Scheme No. CI-28.)

Government have approved of a scheme for organising labour welfare centres in Kolhapur. (Scheme No. CI-29.) Such centres will be opened at Kolhapur and Ichalkaranji and will be followed by centres at other places as experience is gained.

THE MINERAL RESOURCES OF THE STATE

In 1923 Mr. Cecil Jones made a mineralogical survey and found that bauxite, gypsum and clay are available in some parts of the State. The Regency Council being anxious to exploit all mineral resources are considering proposals for mining and a comprehensive geological survey of the State. (Scheme No. CI-30.)

ELECTRIC POWER

The Radhanagari Scheme, to which reference has already been made, is designed mainly for the purpose of irrigation and water-supply. The electric power that it will generate will not be enough to meet all the demands of the industries that already exist. It certainly cannot meet the needs of all the proposed industries. It would, however, be possible to make the water stored at Radhanagari fall on the western side of the Ghat where a clear drop of about 1,200 feet would be obtained. If this is done, an immense amount of electric power could be generated. With this power available industries could be developed rapidly; without it the mineral resources of the State will have to remain largely unexploited. This aspect of the Radhanagari Scheme must be carefully weighed against the present plan before a final decision is made. The problem is further complicated by the fact that the State has no jurisdiction over the area where the turbines would have to be located and that the water now planned to be used for irrigation would be lost to the State. All these questions are at present engaging the attention of the Regency Council. (Scheme No. CI-31.)

There are several other sites in the State where hydro-electricity could be generated on a very large scale. One such site is near Anuskura on the Kasari River and another is near Patgaon on the Vedaganga. These proposals are being investigated by the Regency Council. (Scheme No. CI-32.)

The suggestion that the State should generate a large quantity of electricity and supply it to local industries at cost price, rather than permit each industry to generate its own power, is being investigated. (Scheme No. CI-33.)

THE FINANCIAL IMPLICATION

It has not been possible to work out in detail the financial implication of the 33 schemes outlined above. This is mainly due to the fact that the Department has only recently been created and that most of its staff is new to the work. On the other hand several of these schemes do not need to have their financial implication worked out, as many of them will be carried out by individual enterprise. The Regency Council are only concerned with helping this enterprise. At this stage it is necessary and possible to give the detailed financial implication of only the following schemes:—

No. of the Scheme	Name of the Scheme	Expenditure in thousands of Rs.	
		Non-recurring	Recurring
CI-1	Establishment of the Commerce and Industries Department ...	—	25
CI-3	Land for the expansion of the S.S.C. Mills ...	50	—
CI-4	Replacement of machinery in the S.S.C. Mills ...	1,000	—
CI-6	Building workers' quarters for the S.S.C. Mills ...	200	—
CI-20	Grants to the tanning industry ...	100	—
CI-24	Compiling cost of living index figures ...	—	2.5
CI-26	Subsidies to small and cottage industries ...	—	30
CI-27	Stipends for training in cottage industries ...	—	25
CI-29	Labour welfare centres ...	50	10
	For expenditure on research, propaganda, surveys, etc. ...	100	7.5
	Total ...	1,500	100.0

CHAPTER VII

THE DEVELOPMENT DEPARTMENT

A Development Department was created on the 1st of January, 1945. (Scheme No. DD-1.) It has no analogy in the administration of British Indian Provinces and it is therefore necessary to explain its object and working in some detail.

The Development Department as constituted at present actually consists of the three departments of Local Self-Government, Town-Planning and Valuation and Rural Development. The general object of this Department is to improve living conditions in the towns and villages of the State. This means among other things:—

- (a) Providing better communication through constructing approach or feeder roads improving or widening roads in villages and towns and building new essential roads.
- (b) Improving the water-supply position by providing drinking water for men and cattle with special attention to the difficult question of drinking water for the scheduled classes.
- (c) Improving sanitation in towns and rural areas and all that that implies.
- (d) Providing good school buildings with playgrounds and agricultural plots.
- (e) Starting Community Centres.
- (f) Building Community Halls which will house the village *chavdi*, the *panchayat* and the co-operative society. In small villages with a population of less than 500 these halls may even include the school or the temple.
- (g) Planning and extending *Gaothans*.

- (h) Propaganda for the building of new sanitary houses, improving existing ones and the control of all buildings.
- (i) Planting trees in or near villages.

Each of these problems has a local and a general aspect. The local aspect includes the study of local conditions, the collection of local data and the preparation of a definite programme of development for each town and village in the State. The general aspect includes the compilation of all data so collected, their co-ordination and the preparation of a definite programme of action for the State as a whole. The ultimate object of the Department is to deal only with the general aspects and to leave the local aspects to local agencies which may be a Municipality or a Village Panchayat. Unfortunately, such agencies are as yet non-existent in most localities and where they do exist, their efficiency is far from satisfactory. For the next ten or fifteen years the Department will have to try and build up local leadership, create local agencies where they do not exist and improve the efficiency of existing local bodies. The Department will have to co-ordinate the work of other departments engaged in executing development schemes such as the Revenue, Education, Public Works and Public Health Departments. It will have to render assistance to the Department of Agriculture and Co-operation.

THE DEPARTMENTAL ORGANISATION

The full name of this Department would be "The Urban and Rural Development Department". Here it will be referred to as the "Development Department". The head of this department will be "The Development Secretary". He will be an officer with the pay and status of a senior secretary (Rs. 230—20/2—350 and p.t.a. Rs. 100 p.m.) He will be given the necessary clerical and other staff. There will be three branches under the Development Secretary, Local Self-Government, the Town-Planning and Valuation Department which will again be divided into an administrative and a technical section, and finally the Rural Development Department.

The Local Self-Government Department will be in charge of a senior secretary in the pay scale of Rs. 230—20/2—350. He

will have one assistant superintendent, two clerks and a peon. The main work of this Department will be as follows:—

- (a) To supervise the working of local bodies.
- (b) To administer the grants-in-aid sanctioned by Government to local bodies.
- (c) Generally to advise Government regarding local self-government institutions in the State.
(Scheme No. DD-2.)

The Town-Planning and Valuation Department will deal with the planning of all towns in the State. This Department was created in 1943. It was then called "The City Development Department" because its sphere was confined to Kolhapur City. From the 1st of January, 1946, the sphere was extended to all towns in the State and the Department was renamed. The activities of the new Town Planning and Valuation Department may be summarised as follows:—

- (a) It will prepare a civic survey of local areas as a basis on which to draft a plan.
- (b) It will prepare detailed surveys, including contour surveys, for the area under planning. The cadastral survey will be done by the Survey and Settlement Department but contour surveys will be done by the Town-Planning Department itself.
- (c) It will then prepare a definite plan, publish it in the locality and call for objections.
- (d) After hearing the objections it will prepare the final draft of the scheme for execution.
- (e) After the final plan is approved by Government steps will be taken to acquire land as planned and after the land has been valued acquisition proceedings will be instituted.
- (f) After acquisition the Department will demarcate its plan on the site for a final check.
- (g) It will then issue orders for making the necessary corrections in the records.
- (h) It will then auction such plots as are set out for

- auction or grant plots in accordance with orders issued by Government.
- (i) It will hand over roads, public purpose plots, community plots, etc., to such local bodies as may be concerned.
 - (j) It will maintain all records regarding each town or village planning scheme in a proper and orderly form.

The Town-Planning and Valuation Department will ordinarily prepare schemes on request from local bodies; but whenever necessary it may itself take the initiative. No charges will be made to any local body for planning done by the Department. The work of this Department will be divided into two branches, administrative and technical. The administrative branch will deal with such questions as land acquisition, grants-in-aid, programmes etc., and will be under a junior secretary in the pay scale of 125—15/2—245 with a p.t.a. of Rs. 50 p.m., who will have one assistant superintendent, two clerks, two peons and a cycleswar. The technical branch will have the following staff:—

One executive engineer	(250—15—440)
One overseer	(75—5—125)
Three sub-overseers	(50—5/2—70 E.B. 3—100)
One draftsman	(50—5/2—70 E.B. 3—100)
One head surveyor	(50—2—70)
Two surveyors	(25—2—55 E.B. 2—65)
One tracer	(25—2—55 E.B. 2—65)
Two clerks	(25—2—55 E.B. 2—65)
Two peons and one cycleswar	(12—1/5—16)
(Scheme No. DD-3.)	

The Rural Development Department will be mainly concerned with preparing and executing plans for the development of villages. Ultimately, when this work spreads to all villages, the following staff will be required:—

- (a) Two Development Officers in the scale of 125—15/2—245 with a p.t.a. of Rs. 60 p.m. These should belong to the cadre of the Mamlatdars and each officer would be in the charge of a revenue division.

- (b) Eleven Development Inspectors in the scale of 75—5—100 E.B. 5—150 with a p.t.a. of Rs. 40 p.m. Each Inspector will be in charge of about one hundred villages and there will be one leave reserve.
- (c) Sixty Development Supervisors in the scale of Rs. 40—4—80 with a p.t.a. of Rs. 20 p.m. Each Supervisor will be in charge of about 17 villages. Each Development Officer and each Inspector will be given a peon, on the usual pay and p.t.a. They will also be given clerical staff as need arises.

It is intended to reach this goal in three stages. In the first five years, there will be one Development Officer, four Development Inspectors and 20 Development Supervisors. In the second five years there will be four additional Development Inspectors and 20 additional Development Supervisors. In the third five year period the full complement will be reached. Besides this outdoor staff, there will be an office establishment with an assistant superintendent, two clerks, and one peon. (Scheme No. DD-4.)

PROGRAMMES

The departmental programme will be discussed under three major heads:—

- (1) A programme of work for the City of Kolhapur.
- (2) A programme of work for all other towns.
- (3) A programme of work for the villages.

1. In the City of Kolhapur development began in July, 1943, and has made considerable progress. A report on the work so far done and on the future programme of expansion planned by the Municipality have been given in a speech by the President of the Municipal Borough on the 12th of October, 1945. The total cost of this programme is estimated at one crore of rupees which the Municipality proposes to raise by loan. (Scheme No. DD-5.) The Regency Council have already taken bold measures to assist the Municipal Borough in planning and executing this programme. They are:—

- (i) Engaging Messrs. Amin and Desai, Town Planning Experts, Ahmedabad, and placing their services at the disposal of the Municipality free of charge.
- (ii) Very modern and comprehensive legislation has been enacted.
- (iii) A special departmental section has been organised to deal with land acquisition in the City.
- (iv) The following financial assistance has been given:—
 - (a) Government submits to full municipal taxation.
 - (b) The Municipality is given a share in the local fund cess, the non-agricultural assessment, the motor-vehicles tax, the income-tax and the super-tax.
 - (c) An annual grant of Rs. 50,000 will be made for City development.
 - (d) Grants for special purposes such as school buildings and playgrounds, the Rajarampuri Market, children's parks, the development of Bavada Village have been sanctioned.

(Scheme No. DD-6.)

In addition, the Regency Council have taken water-supply and the City Extension Scheme under their direct control. The City water-supply forms part of the Radhanagari Hydro-Electric Works and will cost about 30 lakhs. (Scheme No. DD-7.) Under the City Extension Scheme about 2,000 acres with about 10,000 building plots will be developed. This scheme will be executed by the Development Department advised by a special body called the "Advisory Board for City Development" which has already been constituted. It will cost about 70 lakhs, but it has been estimated that this whole amount, and possibly a little more, will be recovered from the sale of plots in the proposed extensions. (Scheme No. DD-8.)

2. Under the programme of work in other towns the Regency Council have decided to take up development in one town after another. Accordingly, plans for the development of

Ichalkaranji have already been prepared. (Scheme No. DD-9.) Plans for the development of Jaysingpur have already been prepared (Scheme No. DD-10.), but the actual work has begun only recently and is expected to gather momentum during May, 1946. Plans for the development of other towns are in preparation and will be ready by the end of 1946. (Schemes No. DD-11 to 16.)

The following is a broad outline of the programme of development of smaller towns not including Kolhapur and Ichalkaranji:—

- (a) All these small Municipalities were formed under the Kolhapur State Municipal Act, 1925. This Act has now become obsolete. A new comprehensive and consolidated Act will therefore be promulgated. A Bill has already been drafted and will soon pass into law.
- (b) A set of rules and by-laws for Municipalities will be prepared.
- (c) The third item in the programme is to make a detailed and careful study of local conditions, and then to prepare a master plan to suit the particular conditions, needs and finances of the town.
- (d) It will also be necessary to train and re-organise the staff of these Municipalities. The Kolhapur Municipality is now so well organised that it can be called upon to train the staff of the smaller Municipalities.
- (e) These Municipalities will need guidance, assistance and supervision. This will be provided by periodical visits and inspections by the Executive Engineer, Town-Planning Department, the Director of Public Health, the Examiner of Local Fund Accounts and the Collector for Local Self-Government. The Collector for Local Self-Government will see that the work of all these officers is co-ordinated. He will be expected to be very alert

in the use of the powers of control and supervision which the law gives him.

3. The programme of work in villages is perhaps the most important and certainly the most difficult work of this Department. Not only will a large number of works such as roads, wells, etc., have to be constructed at a heavy non-recurring cost but they will also have to be maintained. This recurring expenditure will be comparatively low, but it will have to be provided if the heavy non-recurring expenditure incurred is not to be wasted.

Rural development will be started in certain selected areas and the number of such centres will be increased from time to time according to a fixed programme. It is necessary to do this because it is impossible to undertake an intensive and comprehensive development in all the villages of the State in the early years of the Plan. Some reasons for this are:—

- (a) The large funds required for an intensive development of the whole area will not be available in the early years of planned development.
- (b) Some schemes are necessarily experimental, it would, therefore, be unwise to introduce them over wide areas before more experience of their working is gained.
- (c) Well-trained personnel is limited in the early years of planning. By concentrating on a few areas only workers can be trained for more ambitious projects.

The following general principles have been adopted for selecting areas:—

- (a) In each zone of the State, two or three groups of villages will be selected. This will enable Government to make comparisons and to find out how results differ from one group to another and to judge differences in the capacity of individual workers, in local response etc. The selection of more than one area in the same zone will also stimulate competition.

- (b) A group of selected villages should lie within a radius of 5 to 7 miles to be manageable.
- (c) The total population of all the selected groups should be about 10% of the total population.
- (d) Selected groups should be easily accessible by roads so that contact and constant supervision can be maintained.

On these general principles some fifteen centres have been selected (Scheme No. DD-17.) and work has started there from the 1st of December, 1945. In these centres the work has been organised as follows:—

The first important thing that has to be done is to hold a thorough and comprehensive survey. The Development Department has collected copies of a questionnaire prepared for similar surveys held elsewhere. These will be circulated to all heads of departments who will be asked to prepare a similar questionnaire on all matters concerning their respective departments. Care will be taken to see that the data collected are of practical rather than academic interest. When the questionnaire is ready, a Development Supervisor will be appointed for each selected area. These officers will have to be chosen very carefully, they must be academically well-equipped and, what is even more important, they must be devoted to their work and have an earnest desire to serve and improve the condition of the people. Each Development Supervisor will stay in the area allotted to him and his duties will include the following items:—

- (a) Holding a survey of the area.
- (b) Preparing a programme of development for his area.
- (c) Conducting propaganda and co-ordinating the work of all departmental and other agencies at work in his area.
- (d) Submitting quarterly progress reports on his area.
- (e) Being generally responsible for the proper and timely execution of all schemes undertaken in his area.

As soon as the Development Supervisors have been appointed the surveys will be taken in hand. Collecting data will take about three months and their tabulation and study another three months. The results of this survey will not only give specific information about the area selected but also a fairly good picture of the social, economic and educational conditions in the State as a whole, because the areas are chosen to be representative. After the results of the survey are available, a five-year programme will be drawn up for each area. The survey and the preparation of programmes will be done under the control and guidance of the Development Department which will consult Heads of Departments in all matters concerning them. When the programmes are ready and have been approved by the Regency Council, a book called "Development Plans" will be published for each area in Marathi. It will explain in a clear and simple style:—

- (a) The extent of the group selected.
- (b) The nature and extent of deficiencies disclosed by the survey.
- (c) The programme of development as drawn up.
- (d) The parts which will have to be played by Government, non-official agencies and every individual.

The publication of this book will be followed by intensive propaganda through lectures, meetings, magic lantern slides etc. When the ground has thus been prepared the actual work will start. This is only a broad outline. The extent of the work and the order in which it will be taken in hand will be determined by the degree of local response forthcoming. In some cases certain activities may even be taken up before the final plans are ready.

In order to create local enthusiasm and to discover local talent and leadership, a "Students' Camp Scheme" has been drawn up. (Scheme No. DD-18.) It has been found by experience that this idea does create local enthusiasm, gives scope for local leadership and creates that atmosphere which is necessary for launching development plans. The trained staff required

for the execution of these programmes will be provided from the cadre of Development Officers, Inspectors and Supervisors. Funds will be provided by *ad hoc* grants from the State Treasury and by local contributions in cash or labour. Supervision will be maintained by frequent tours of the Development Minister, the Development Secretary and Heads of Departments. Separate records of progress will be maintained for each village. (Scheme No. DD-19.)

In addition to the scheme of selected areas, the Regency Council have sanctioned two proposals. The first is to undertake work in individual villages where a good local worker is available immediately. The worker will be known as an "Approved Social Worker" and will be paid an honorarium of Rs. 15 p.m. He will act as an agent of the Department in that particular village. (Scheme No. DD-20.) The other proposal pertains to villages which have furnished more than 25 recruits. There are as many as 65 villages of this type in the State. It is proposed specially to improve these villages in order to provide a more satisfactory environment for returned soldiers. A proposal for employing the returned soldiers themselves for this work has also been sanctioned. (Scheme No. DD-21.)

In order to maintain development works in rural areas it will be necessary to bring into existence a network of village panchayats which will attend to local needs and which must work efficiently and smoothly. At present, there are about 111 village panchayats in the State, but their working is far from satisfactory owing to the lack of interest shown by the village people, the lack of funds, the lack of trained staff and the absence of proper supervision. Existing panchayats are urgently in need of a thorough overhaul and many new ones will have to be created. (Scheme No. DD-22.)

As a first step a modern and comprehensive piece of legislation known as "The Kolhapur Village Panchayats Act, 1945," has been enacted. It is broadly based on the Bombay Village Panchayats Act, 1933. Rules and by-laws under this Act have been framed. The Act has been applied to the State and will shortly be extended to the Jaghirs.

The lack of interest and the absence of supervision will be overcome by the programme of rural development outlined above. The panchayat finances will be improved by assigning to them one-fourth of the local cess and half of the non-agricultural assessment collected in the village; they will also be given grants-in-aid at a certain percentage of the total of local contributions in cash or labour. To improve their staff a central cadre of trained panchayat secretaries will be created. (Scheme No. DD-23.)

In villages where panchayats do not yet exist, a beginning will be made by undertaking a definite local project and completing it with local co-operation and help, supplemented, if necessary, by Government grants. If the results are encouraging an *ad hoc* "Village Improvement Committee" will be formed to maintain completed works as well as to undertake new ones. It is hoped that this gradual approach through actual work will bring the type of villager to the fore who will be a more desirable character for the future panchayat membership. The work of the Village Improvement Committee will be closely watched for about two years and only then will a panchayat be established.

A PROGRAMME OF WORK FOR THE ILAKHA PANCHAYAT

The Ilakha Panchayat is the most important local body in the State. It was established in 1927 in accordance with the Kolhapur Ilakha Panchayat Act of 1926 which is a modified form of the Bombay District Local Boards Act of 1923. Its constitution and functions are analogous to those of a District Local Board in a Province with the following important differences:—

- (a) The management of the Devasthanans in the State is a duty of the Ilakha Panchayat, whereas such Devasthanans are not controlled by Government in the Provinces.
- (b) The jurisdiction of the Ilakha Panchayat extends only to the State proper and the four Jaghirs of Kagal Junior, Torgal, Sarlashkar and Himmat-Bahadur.

- (c) The Ilakha Panchayat works on the general lines of a District Local Board, prior to the amendment of the Bombay Local Boards Act in 1938, that is to say, there is a large percentage of nominated members and the President is nominated and not elected; resources are inadequate and its functions rather limited.

The Regency Council have, therefore, decided to re-organise the Ilakha Panchayat on the following general lines:—

- (a) A new and comprehensive Ilakha Panchayat will be introduced in the Kolhapur State as a whole and cover all Feudatory Jaghirs. Its constitution will be liberalised on the same principles that have been adopted for the Kolhapur City Municipality. Its scope will be widened and its finances improved. (Scheme No. DD-24.)
- (b) A comprehensive Devasthan Act will be enacted to regularise the management of all Devasthanans in the State including those in all the Jaghirs. (Scheme No. DD-25.)
- (c) The Taluka Panchayats will be abolished just as the Taluka Local Boards have been abolished in the Bombay Province.
- (d) Dual control and the duplication of administration will be abolished. Certain functions such as roads and water-supplies will be left entirely to the Ilakha Panchayat while such functions as public health, medical and veterinary relief will be managed entirely by the State.

An Ilakha Panchayat Bill was introduced in the last session of the Kolhapur Legislative Assembly and has been passed, it is now being implemented.

The programme of development drawn up for the Ilakha Panchayat has the following four items:—

- (a) To improve the administrative machinery by employing a really competent, trained and adequate staff. (Scheme No. DD-26.)

- (b) To hold a village to village survey of the needs of the State in such matters as fall within the new scope of the Ilakha Panchayat. These are:—
- (i) Roads — main, feeder and approach.
 - (ii) Wells and tanks.
 - (iii) Dharamshalas.
 - (iv) Rest-houses and travellers' bungalows.
 - (v) Minor irrigation works.*
 - (vi) School buildings.*
- (Scheme No. DD-27.)
- (c) To prepare a plan of development based on this survey. The plan should be as comprehensive as possible. (Scheme No. DD-28.)
- (d) To execute these plans in stages. The pace and the extent of execution will depend very largely on the funds available and on the public support and co-operation it will be possible to elicit.

The idea is to make the Ilakha Panchayat a really good mother of all village panchayats. Such matters as village feeder roads which cannot be managed by the village panchayats alone will be done by the Ilakha Panchayat which will also execute costly projects requiring technical staff even if they be within the sphere of a single village panchayat. It will guide, supervise and foster all activities of the village panchayats.

THE DEVELOPMENT OF HILL STATIONS

It is proposed to develop certain places as Hill Stations. Panhala is perhaps the most favourably situated and its development will be taken up first. A detailed scheme has been prepared. (Scheme No. DD-29.) Plans for the development of Radhanagari as Hill Station are in preparation. (Scheme No. DD-30.)

THE FINANCIAL IMPLICATION

Living conditions in towns and villages are deplorable and a large non-recurring initial expenditure is necessary to improve them to that minimum which is essential as a background on

* The scheme of minor irrigation is dealt with under Agriculture. The scheme of building schools is dealt with under Education.

which to carry out the Development Plan. Incurring this expenditure is, therefore, of primary importance. It is difficult to give an accurate estimate of cost because the surveys of rural areas are not yet ready, but a rough estimate shows that sums of the following order will be required:—

	Lakhs
Kolhapur City	200
Other towns	25
Roads	250
Water-supplies	30
Sanitation	50
Other schemes	45
Total	600

This huge sum cannot be provided by the State Treasury. It is, therefore, proposed to relieve the pressure of this programme on the State Revenues in three ways:—

- (1) Villagers will be asked to contribute labour for schemes in their own villages. This is a vast source of unexplored wealth and if properly utilised may halve the cost of the road programme and considerably reduce that of other schemes.
- (2) A large part of the programme can be paid out of local taxation. It is expected that when the local bodies are properly organised, their total revenue (apart from Government grants) will be of the order of 20 lakhs per annum. Much of this can be used for financing the development programme.
- (3) Government will, on principle, make grants in proportion to local effort. This will, it is hoped, stimulate the people to make contributions.

The State will, therefore, have to finance only a small part of this programme and it is estimated that an annual allotment of ten lakhs for a period of 15 years or 150 lakhs in all will be sufficient.

CHAPTER VIII

EDUCATION

Development means reconstructing the life of a people. Education is both the cause and the effect of such reconstruction. Education, when properly directed, creates dissatisfaction with existing conditions, it inspires confidence in the future and gives the people the knowledge and strength to fight for a better life. Looked at from this point of view education is the cause of reconstruction. On the other hand, the work of reconstruction gives a valuable education to the people in understanding their problems and in devising ways of solving them. It is for these reasons that educational development is intimately bound up with social reconstruction and a Development Plan may be described as "reconstruction through education and education through reconstruction." The Regency Council fully share this view and have, therefore, decided to emphasize educational development in the State and to give it a high priority in the Development Plan.

THE HISTORY OF EDUCATION IN KOLHAPUR

Modern education may be said to have begun in Kolhapur State in 1848 when Government established four Marathi Schools at Kolhapur, Panhala, Alte and Shirol, respectively. In 1851, the first English School was started at Kolhapur and in 1854, the year of the famous Wood's Despatch, there were only ten schools with 466 pupils in the State. The English School developed into a High School in 1867 and later into a College. This venerable institution is the present Rajaram College named after His Highness Shri Chhatrapati Rajaram Maharaj II.

Between 1854 and 1894, education made slow but steady progress as the following figures show:—

Year	Number of Institutions.	Number of Students.
1866-67	... 25 ...	1,147
1876-77	... 133 ...	6,570
1883-84	... 190 ...	11,399
1893-94	... 224 ...	14,819

His late Highness Shri Shahu Chhatrapati Maharaj assumed powers in 1894. During his rule education made great progress and spread to the less advanced communities. An Act for making primary education compulsory in the State was passed in 1917. In 1921-22 when His late Highness Shri Shahu Chhatrapati Maharaj died, there were 559 schools with 31,096 students in the State. The liberal educational policy of his father was continued by His late Highness Shri Rajaram Chhatrapati Maharaj and his rule is marked by a most remarkable advance in the educational field. Two new Colleges, the Sykes Law College and the Shri Maharani Tarabai Teachers' College, were started at Kolhapur. The number of secondary and primary schools increased considerably and the State began to spend larger amounts on education. In 1940-41, when His late Highness Shri Rajaram Chhatrapati Maharaj died, there were 865 schools with 62,786 students in the State and the total expenditure on education amounted to Rs. 7,43,283.

The Regency Council undertook a comprehensive scheme of educational reconstruction as early as 1942 under the guidance and inspiration of Her Highness Shri Chhatrapati Tarabai Maharajsaheb, the Regent. The salient features of this scheme may be described as follows:—

- (a) Comprehensive and up-to-date legislation was enacted on the subjects of primary and secondary education in the State.
- (b) The Education Department was strengthened by appointing an adequate and qualified inspecting staff.
- (c) Expenditure on education was considerably increased.
- (d) A scheme for the expansion of primary education, particularly in the mofussil areas, was undertaken.

- (e) A comprehensive scheme was adopted for introducing compulsory physical education throughout the State.
- (f) The Training College for primary teachers which had been discontinued was revived and restarted at Rukadi.

In 1944-45 there were as many as 1,299 educational institutions in the State with 88,510 students on the rolls and the total educational expenditure was Rs. 13,88,115. Since the 1st of June, 1945, the Regency Council have been holding a review of the work done during the last three years and are preparing a detailed plan of work for the next five years and a general plan of advance for the next 15 years. Approved proposals will be outlined in the following paragraphs.

THE PRINCIPLES OF PLANNING EDUCATIONAL DEVELOPMENT IN KOLHAPUR STATE

The Regency Council have adopted the following general principles for organising educational development:—

- (a) Kolhapur must be developed as an important cultural centre for the whole of Maharashtra. At present, the only cultural centre for the whole of the Marathi-speaking area is Poona. Obviously, it cannot serve the needs of this vast tract and a feeling is gaining ground that cultural centres should be developed at several other places. Kolhapur has strong claims to be developed as one of these cultural centres as it is the Capital of the Chhatrapatis and has great historical, religious, social, educational and commercial importance.
- (b) Kolhapur is the birth-place of a very large number of artists who have attained an all-India reputation. The people of this State are very good at handiwork of all kinds. The educational reconstruction must, therefore, develop these artistic gifts of the people to the highest possible degree.

- (c) The people of the State have magnificent martial traditions and possess great aptitude for and skill in games of all types. The full development of physical education is, therefore, an important object.
- (d) Kolhapur is a deficit area and, as in all deficit areas, many of its people have to go elsewhere in search of a living. Thus the State must provide its boys and girls with an education of such a high quality as will enable them to compete successfully with students from any other area. The maintenance of a very high standard of educational efficiency is, therefore, another object of educational development.
- (e) According to the Census of 1941, the percentage of literacy in the State was only thirteen. Although education is well developed in the City of Kolhapur, it is not equally advanced in the mofussil. Liberal education must, therefore, be spread far more widely, particularly in areas other than the City.
- (f) Finally education in civics must be far more emphasised. An important aspect of the Development Plan is to train the people of the State to rule themselves, hence the development of a sense of social service and citizenship in the minds of the younger generation becomes an object of special attention in all the educational institutions of the State.

CREATING A CULTURAL CENTRE AT KOLHAPUR

The Regency Council have sanctioned four major proposals for creating a cultural centre at Kolhapur. These are:—

- (1) The organisation of an Archaeological Department.
- (2) The organisation of a Historical Records Department.

- (3) The organisation of a Library Movement.
- (4) The organisation of Research.

1. THE ARCHAEOLOGICAL DEPARTMENT: There was no regular Archaeological Department in the State before 1945. Such a Department has now been created by the Regency Council and Professor K. G. Kundangar, M.A., Professor of Kannada in the Rajaram College who had been doing archaeological work on his own initiative for several years, has been appointed Director of Archaeology and is paid an allowance of Rs. 100 p.m. As Prof. Kundangar is due to retire shortly, Dr. A. M. Ghatge, M.A., Ph.D., who is working on the staff of the same College, has been appointed Assistant Director of Archaeology. A programme for the training of Dr. Ghatge has been drawn up and approved by the Regency Council. Dr. Ghatge will later succeed Professor Kundangar as Director of Archaeology. (Scheme No. ED-1.)

The activity of the Archaeological Department will be as follows:—

- (a) To preserve ancient monuments in the State.
- (b) To collect and publish old inscriptions found in Kolhapur State.
- (c) To collect and preserve ancient coins.
- (d) To survey ancient sites and river-beds.
- (e) To conduct archaeological excavations in the State.
- (f) To conduct an Archaeological Museum.
- (g) Generally to conduct such other activities as may be entrusted to the Department from time to time.

The Regency Council have enacted a special Act for the preservation of ancient monuments in the State. This is generally based on corresponding legislation in the Provinces. In some respects, however, it is more advanced as it gives greater powers to the Director of Archaeology and incorporates all the suggestions made by the Royal Asiatic Society of Bengal.

The site of the Brahmapuri mound near Kolhapur is of great archaeological importance. A scheme for conducting ex-

cavations at this site, estimated to cost Rs. 28,000, has been sanctioned by the Regency Council. The work has already commenced under the guidance of Dr. H. D. Sankalia, M.A., Ph.D., and Dr. M. J. Dixit, M.A., Ph.D., of the Deccan College Post-Graduate Research Institute, Poona. (Scheme No. ED-2.) Furthermore, a survey of some river-beds has been sanctioned at a non-recurring cost of Rs. 2,000. (Scheme No. ED-3.)

As soon as Prof. Kundangar retires from the College he will be appointed Curator of the State Archaeological Museum for the establishment of which a beginning has already been made with funds that have been collected in the State. The State Archaeological Museum was opened on the 30th of January, 1946, by Rao Bahadur K. N. Dixit, retired Director General of Archaeology with the Government of India. It is proposed to construct a separate building for this Museum as soon as possible and to prepare and publish a catalogue of the finds exhibited. (Schemes No. ED-4 and 5.)

2. THE DEPARTMENT OF HISTORICAL RECORDS: Kolhapur being the most important State in Maratha history it has, in its custody, a large number of important historical records which have not yet been systematically studied. Besides there are several ancient families in the State which possess important historical records. The Regency Council have, therefore, decided to undertake a survey of these historical records and to sort and classify them scientifically. For this a Historical Records Department has recently been created. Dr. A. G. Powar, M.A., LL.B., Ph.D., Bar-at-Law, Principal, Rajaram College, Kolhapur, has been appointed the Curator and the Head of this Department. His duties have been defined as follows:—

- (a) To sort and classify scientifically all historical records of the State.
- (b) To prepare and publish a guide to the historical records of the State.
- (c) To prepare and publish a hand-list, catalogue or calendar, as the case may be, of the historical records of the State.

- (d) To select and publish all important documents from the State records.
- (e) To revise the State Gazetteer.
- (f) To collect and publish material from all possible sources for an authoritative history of the Kolhapur State.
- (g) To give *bona fide* research workers guidance in accordance with rules made for this purpose.
- (h) To maintain close contact with historical research conducted outside the State, particularly on the subject of Maratha history, and to make the results of such research available to State subjects.

An independent building for the Historical Records Department will be constructed as soon as possible. This building will be located near the Karvir Nagar Wachan Mandir for the convenience of research students. (Scheme No. ED-7.)

3. A LIBRARY MOVEMENT IN THE KOLHAPUR STATE: To inaugurate a library movement in the State, the Regency Council have passed an Act known as "The Kolhapur Public Libraries Act, 1945". Rules under this Act have been framed. It may be noted that Kolhapur is the only State which has passed legislation on this important subject. The Karvir Nagar Wachan Mandir, the oldest and most important library in the City, has been converted into a Central Library for the State by negotiations with the management. The Regency Council have decided to give substantial grants-in-aid to this institute so that it can be modernised and expanded. (Scheme No. ED-8.) The site on which the Central Jail now stands in the heart of the City is very conveniently situated for a library. A new Central Jail is already being built, the present site of the Central Jail can thus be reserved for the Karvir Nagar Wachan Mandir. When the jail has been moved a modern building for the library will be built on this extensive site. (Scheme No. ED-9.) The Regency Council have further sanctioned proposals for:—

- (a) Opening stationary public libraries and reading rooms in villages. (Scheme No. ED-10.)

- (b) Establishing travelling libraries in rural areas. (Scheme No. ED-11.)
- (c) Opening libraries for special purposes such as for children, for pupils of primary schools, students of secondary schools etc. (Scheme No. ED-12.)

4. RESEARCH: In order to encourage research the Regency Council have sanctioned the following schemes:—

- (a) A scheme for employing members of the staff of the three Colleges maintained by the State for conducting research on problems connected with the Development Plan. (Scheme No. ED-13.)
- (b) A scheme for granting prizes or financial assistance to persons who have done valuable research work. (Scheme No. ED-14.)
- (c) A scheme for giving special prizes for research in Maratha history. (Scheme No. ED-15.)
- (d) A scheme to award special scholarships for research. In granting these scholarships, preference will be given to State subjects and to problems arising out of the Development Plan in its widest sense. (Scheme No. ED-16.)

The Khas Bag has been selected as the most suitable site in the City of Kolhapur on which to concentrate those institutions which will play a prominent part in the development of a cultural centre. The Regency Council have decided to accommodate the following institutions on this site:—

The Palace Theatre.
 The Wrestling Arena.
 The Kolhapur Sports Association.
 The Rajaramian Club.
 The Playground of the Rajaram High School.
 The Private High School, Kolhapur.
 The Deval Club (music).
 The Chhatrapati Art Society (painting).
 The Karvir Nagar Wachan Mandir.

The Historical Records Department.

The Archaeological Department and the Museum.

Thus making this area the cultural and recreational centre of the Capital. (Scheme No. ED-17.)

THE DEVELOPMENT OF THE STATE COLLEGES

As the existence of three Colleges in the City emphasises the cultural importance of Kolhapur, the following schemes have been sanctioned still further to improve these institutions:—

- (a) It has been decided to acquire about 200 acres of land near Kadam Wadi for an Educational Colony. This Colony will house the following institutions:—

The Rajaram College.

The Sykes Law College.

The S.M.T. Teachers College.

The proposed Arts College.

The proposed Polytechnic.

The proposed Agricultural and Commercial High Schools.

The acquisition of the site is estimated to cost about Rs. 60,000. The whole area will be acquired at once, but a beginning will be made by planning the requirements of the Rajaram College only and the other institutions will be moved to this Colony as and when funds permit. (Scheme No. ED-18.)

- (b) The construction of a new building for the Rajaram College is a very urgent matter. At present the College is housed in two different buildings, neither of these is suitable, because one of them was built as a high school and the other for a technical school. Along with the new College, playgrounds, a students' hostel, staff quarters, etc., will be provided. The whole scheme is estimated to cost Rs. 15,00,000 non-recurring. (Scheme No. ED-19.)

- (c) The Sykes Law College too is greatly inconvenienced because it has neither a building nor a students'

hostel of its own. It is, therefore, proposed to construct a new building for this College with students' hostel, staff quarters, etc., in the area selected for the Educational Colony. The scheme is estimated to cost Rs. 5,00,000 non-recurring. (Scheme No. ED-20.)

- (d) A building for the S.M.T.T. College is not urgent. At present, the S.M.T.T. College and the Sykes Law College are both housed in the same building. When the Sykes Law College moves the S.M.T.T. College will have enough room. Furthermore the S.M.T.T. College must be situated in the town because it requires one or two high schools for practice. The S.M.T.T. College will, therefore, remain in its present building until a High School comes into existence in the Educational Colony. Building a new S.M.T.T. College will cost Rs. 5,00,000 non-recurring. (Scheme No. ED-21.)
- (e) Proposals for the expansion of the Science Section of the Rajaram College have been administratively approved by the Regency Council. During recent years, there has been a great demand for admission to the Science Section and every year a large number of applications have to be turned down. At the time of making this extension a new section for statistics will be added. (Scheme No. ED-22.)
- (f) The main object of the S.M.T.T. College is to train students for the B.T. Degree of the Bombay University. It is proposed to expand the activities of this College and to convert it into a training institute for students studying for the B.T. Degree and the S.T.C. examination. It will also conduct classes for training primary teachers and guide workers in educational research. (Scheme No. ED-23.)
- (g) At present, financial assistance to poor students studying in the State Colleges is very limited. The

Regency Council have decided to increase such facilities to a considerable extent. A scheme to that effect has been approved. (Scheme No. ED-24.)

- (h) The Regency Council have also sanctioned a proposal for granting scholarships to State subjects for studying in those courses of higher education for which facilities do not exist at Kolhapur. Under this scheme, students from the State studying in Colleges of Agriculture, Engineering, Medicine, Veterinary, Science, etc., will be given special scholarships. (Scheme No. ED-25.)

SECONDARY EDUCATION

In order to improve and extend secondary education in the State and particularly in mofussil areas, the Regency Council have sanctioned the following schemes:—

- (a) To provide suitable buildings for the two High Schools conducted by the State in the City. The Rajaram High School will be located in the building now occupied by the Arts Section of the Rajaram College. The M.L.G. High School will be located in the building in which the Science Section of the Rajaram College is now housed. Thus these schemes will be put into effect after new buildings have been provided for the Rajaram College and the only additional expenditure will be for a few minor alterations and for providing a playground for the M.L.G. High School. This is estimated to cost Rs. 50,000 non-recurring. (Scheme No. ED-26.)
- (b) It is proposed to help private secondary schools to have buildings and playgrounds of their own. A comprehensive scheme has been drawn up whereby every high school in the City will be provided with a satisfactory playground. The total cost of this scheme is estimated at Rs. 100,000 out of which Rs. 50,000 will be contributed by the schools

concerned and the other half by the State. (Scheme No. ED-27.) The Government have also decided to assist private schools to construct good buildings of their own. A grant-in-aid of 50% of the total expenditure is proposed to be paid. The total cost is estimated at Rs. 9,00,000 of which the State will bear half. (Scheme No. ED-28.)

- (c) It is proposed to provide some additions to the playgrounds and additional building for the M.R. High School at Gadhinglaj. The scheme is estimated to cost Rs. 50,000 non-recurring. (Scheme No. ED-29.)
- (d) At present a maintenance grant of about 20% of the expenditure is given to private secondary schools. It is proposed to raise this grant to 50% of the total expenditure with two exceptions:—
- (1) The grant-in-aid given to free schools like the S.D.F. High School or special institutions like the Night High School will not be covered by this rule.
 - (2) Special grants will be provided for such items as physical education, medical examination of students, the provident fund of employees, etc. (Scheme No. ED-30.)
- (e) A special scheme has been sanctioned by the Regency Council to give encouragement to secondary schools that may be started in the mofussil. Such new secondary schools will be given a block-grant for the first five years and the State will loan the services of a competent head-master for the same period and pay all his emoluments. A secondary school has been started at Vadgaon, Peta Hatkangale under this scheme by the Nagarik Shikshana Mandal, Kolhapur. This Mandal proposes to start secondary schools in several other mofussil centres in the State and the Prince Shivaji Maratha Education Society proposes

to start a high school at Gargoti under this new scheme. The Regency Council believe that this scheme will do much to encourage secondary education in the mofussil. (Scheme No. ED-31.)

- (f) As secondary schools cannot be provided everywhere those towns and villages that have them will also need boarding houses. A number of such boarding houses already exist in the City and a few have been established in the mofussil. The Regency Council have sanctioned a scheme whereby an intensive effort will be made to improve existing boarding houses, to expand them and to establish new boarding houses in places where they do not, at present, exist. (Scheme No. ED-32.)
- (g) Students from very poor families in the City do not find in their homes an atmosphere conducive to study. This is mainly because their homes are small, congested and ill-lit. In order to help these students, a scheme for using school buildings as study rooms during the night and before and after school hours, has been approved. This is being tried as an experiment in one school and it is proposed to extend this facility if the idea proves to be a success. (Scheme No. ED-33.)
- (h) Special facilities for visual instruction in science, geography etc., are, at present, practically non-existent. It is, therefore, proposed to have a common laboratory for all secondary schools in the City where the best possible equipment for such teaching will be available. Such other educational equipment as individual schools may not be able to purchase will also be provided. Furthermore arrangements will be made for children from City schools to learn hobbies, crafts and such other instructive occupations as are not normally provided in the school curriculum. An up-to-date reference library for teachers of all schools will also be maintained (Scheme No. ED-34.)

- (i) In order to encourage social service activities and to develop a sense of service in the minds of the younger generation, a scheme known as "The Students' Camp Scheme" has been sanctioned. It is still in the experimental stage, but it is hoped that within a few years it can be extended sufficiently to enable every student attending a secondary school to take part in at least one camp every year. (Scheme No. ED-35.)
- (j) Secondary schools in the State impart liberal education only, in some schools, therefore, some vocational education will have to be provided. To do this a special grant-in-aid will be given to those secondary schools which make provision for vocational education on approved lines. Vocational education for secondary school children will also be provided at the Polytechnic which will shortly be opened at Kolhapur. (Scheme No. ED-36.)
- (k) Secondary education has not yet spread very far among women, particularly of the intermediate and backward communities. A scheme for giving scholarships and freeships to girls of these communities on a much larger scale than hitherto has been approved. (Scheme No. ED-37.)

PRIMARY EDUCATION IN THE CITY OF KOLHAPUR

Between the years 1942 and 1945 a good deal of spadework was done to reorganise primary education in the City. Comprehensive legislation was passed and all primary schools in the City were brought under the control of a single body, the Shikshana Samiti of the Kolhapur Municipal Borough. Primary teachers were given a satisfactory pay and an adequate staff for inspection and supervision was provided. A large number of primary teachers were trained. The following schemes for the further development of primary education in the City have been approved by the Regency Council:—

- (a) Providing playgrounds to all primary schools in the City. (Scheme No. ED-38.)

- (b) Constructing 29 new primary school buildings in the City according to a fixed programme prepared for the purpose. (Scheme No. ED-39.)
- (c) Introducing four years' compulsory primary education in the City. (Scheme No. ED-40.)
- (d) Teaching handicrafts, music, drawing, etc., in primary schools. (Scheme No. ED-41.)
- (e) Providing free primary education on as wide a scale as possible. (Scheme No. ED-42.)

PRIMARY EDUCATION IN THE MOFUSSIL

Considerable progress has been made on the lines indicated above in the mofussil, but on the whole progress has not been as satisfactory as in the City and a more vigorous approach is needed. The following schemes have been approved:—

- (a) An educational survey of the State proper has been carried out. It is proposed to conduct similar surveys in the Jaghirs. (Scheme No. ED-43.)
- (b) Another survey of the State proper has been carried out from the point of view of providing school buildings and playgrounds. Based on this survey a detailed scheme providing every village with a good school building and an adequate playground has been prepared and is estimated to cost Rs. 30,00,000 non-recurring. (Scheme No. ED-44.)
- (c) A proposal to extend the Kolhapur Primary Education Act, 1942, to the Jaghirs and to bring education in Jaghirs upto the level of the State proper. (Scheme No. ED-45.)
- (d) A scheme for organising Central Schools which will serve as models to other schools in the neighbourhood has been approved. (Scheme No. ED-46.)
- (e) A scheme for giving special grants-in-aid to private schools in villages where no school exists has been sanctioned. (Scheme No. ED-47.)

- (f) A scheme for providing agricultural plots to one hundred primary schools has been sanctioned. (Scheme No. ED-48.)
- (g) A scheme for preparing text-books for primary schools has been undertaken departmentally. (Scheme No. ED-49.)
- (h) A scheme for introducing compulsory primary education in a few selected rural areas has been approved as an initial step. (Scheme No. ED-50.)

VOCATIONAL EDUCATION

At present, there are three institutions for imparting vocational education in the City — the O'Brien Technical Institute, the Jaisingrao Ghatge Technical School and the Training Centre for Technical Recruits. A scheme for the amalgamation of all these institutions and for the formation of a Central Residential Polytechnic in Kolhapur City has been approved. (Scheme No. ED-51.)

ADULT LITERACY

The problem of adult illiteracy will be taken up from June, 1946. This work will be entrusted to Government Departments, Municipalities, Co-operative Societies and Village Panchayats and then gradually be extended to the public generally. A detailed scheme has been drawn up and approved. The following are its main features:—

- (a) Government will try to make all their employees literate within a specified period and in future employ only literate persons. (Scheme No. ED-52.)
- (b) Local bodies have been advised to adopt the same policy and a grant-in-aid has been sanctioned for this purpose. (Scheme No. ED-53.)
- (c) Co-operative societies are being requested to frame their by-laws in such a way that every member joining a society will, subject to certain exceptions, either have to be literate or become literate within a specified period. Steps have been taken to make the present members of co-operative societies literate. (Scheme No. ED-54.)

- (d) Private bodies and individuals will be encouraged to take up adult education and grants-in-aid on a per capita basis are proposed to be given. (Scheme No. ED-55.)
- (e) Educational institutions will be encouraged to experiment with a system of Home Classes by paying them suitable grants-in-aid. (Scheme No. ED-56.)
- (f) The *Talim Khanas* are an important means of spreading adult education in the State and will be used for this purpose as soon as they will be registered under the Physical Education Programme approved by the Regency Council. (Scheme No. ED-57.)

PHYSICAL EDUCATION

A comprehensive scheme for reorganising physical education in the whole State has been approved and has been published in a separate booklet. The broad features of the scheme are:—

- (a) It provides a trained Inspectorate of Physical Education under a Supervisor of Physical Education, trained at the Kandivali Institute who will be assisted by eleven Assistant Supervisors.
- (b) It provides a playground for every primary and secondary school in the State.
- (c) It provides for non-recurring expenditure on physical education equipment at the rate of one rupee per child attending school.
- (d) It provides training in physical education for all primary and secondary school teachers below the age of 35 if medically fit.
- (e) It provides for annual inter-school and inter-village sports.
- (f) The total non-recurring expenditure is estimated at Rs. 9,00,000 and the recurring expenditure at Rs. 40,000.
- (g) The scheme is to be fully developed within a period of ten years.

- (h) It encourages and develops traditional Indian physical activities such as wrestling, *farigadka*, *lezim* etc. (Schemes Nos. ED-58 to 70.)

THE FINANCIAL IMPLICATION

The following table shows the financial implication of all these schemes. The recurring expenditure shown in the table is in addition to the expenditure that is already being incurred:—

No. of the Scheme	Name of the Scheme	Cost in thousands of Rs.	
		Non-recurring	Recurring
ED-1	The Archaeological Department ...	3	3
ED-2	Excavations at Brahmapuri ...	28	—
ED-3	Archaeological survey of river-beds	2	—
ED-4	Building an Archaeological Museum	210	2
ED-5	An Archaeological Catalogue ...	7	—
ED-6	The Historical Records Department	—	10
ED-7	A building for the Historical Records Department ...	110	—
ED-8	A Central Library ...	—	10
ED-9	Building and equipping the Central Library ...	300	—
ED-10	Grants-in-aid to libraries and reading rooms ...	30	3
ED-11	Travelling libraries ...	10	1
ED-12	Special purpose libraries ...	10	1
ED-13	Research by members of the College staff ...	—	—
ED-14	Prizes and financial assistance for research ...	—	1
ED-15	Prizes for research in Maratha History ...	—	0.5
ED-16	Research scholarships ...	—	3.5
ED-17	The Cultural Centre in the City...	100	—
Total for Cultural Activities ...		810	35.0

No. of the Scheme	Name of the Scheme	Cost in thousands of Rs.	
		Non-recurring	Recurring
ED-18	The Educational Colony ...	60	—
ED-19	Buildings for the Rajaram College	1,500	—
ED-20	Buildings for the Sykes Law College	500	—
ED-21	Buildings for the S.M.T.T. College	500	—
ED-22	Expanding the Science Section of the Rajaram College ...	—	—
ED-23	Converting the B.T. College into a Training Institution ...	240	20
ED-24	Scholarships for training not provided at Kolhapur ...	—	45
ED-25	Huzur scholarships ...	—	35
	Total for Collegiate Education ...	2,800	100
ED-26	Buildings for the Rajaram and the M.L.G. High Schools ...	50	—
ED-27	Playgrounds for secondary schools	50	—
ED-28	Buildings for private secondary schools ...	450	—
ED-29	A building for the M.R. High School at Gadhinglaj ...	200	—
ED-30	Maintenance grants to private secondary schools ...	—	54
ED-31	Grants-in-aid to secondary schools in the mofussil ...	—	25
ED-32	Grants-in-aid to school boarding houses ...	300	5
ED-33	Study rooms ...	—	1
ED-34	A common laboratory, teachers' library etc., for all secondary schools in the City ...	150	10
ED-35	Students' Camps ...	—	—
ED-36	Vocational courses in secondary schools ...	100	—
ED-37	Scholarships to girls in secondary schools ...	—	5
	Total for Secondary Education ...	1,300	100

No. of the Scheme	Name of the Scheme	Cost in thousands of Rs.	
		Non-recurring	Recurring
ED-38	Playgrounds for primary schools in the City ...	100	—
ED-39	Primary school buildings in the City	300	—
ED-40	Compulsory primary education in the City ...	—	40
ED-41	Introducing handicrafts, etc., in primary schools ...	—	—
ED-42	Increasing the number of free primary schools in the City ...	—	—
ED-43	An educational survey of the State	—	—
ED-44	Primary school buildings and playgrounds in the mofussil ...	3,000	—
ED-45	Improving primary education in the Jaghirs ...	1,000	100
ED-46	Central Schools ...	150	50
ED-47	Grants-in-aid to Government aided schools ...	—	20
ED-48	Agricultural plots for primary schools ...	10	2
ED-49	New text-books ...	—	—
ED-50	Compulsory primary education in a few selected rural areas ...	—	100
	Total for Primary Education ...	4,560	312
ED-51	A Polytechnic for Kolhapur	290	40
ED-52 to 57	Adult literacy ...	—	50
ED-58 to 70	Physical education ...	900	40
	Total for these activities ...	1,190	130
	Grand total for Education ...	10,660	677

To the recurring expenditure a sum of Rs. 73,000 must be added for current repairs to educational buildings provided by the Plan. The present recurring expenditure on education is Rs. 9,00,000 and will therefore rise to Rs. 16,50,000 when all these schemes have been executed.

CHAPTER IX

THE EXCISE DEPARTMENT

The sources of Excise Revenue in Kolhapur State are as follows:—

- (a) Auction sales of country liquor shops and duty on country liquor.
- (b) Auction sales of opium, *ganja* and *bhang* shops and the duty levied thereon.
- (c) Auction sale of *shindi* shops and the tax on *shindi* trees.
- (d) Licence fees for selling foreign liquor and duty on foreign liquor.
- (e) Royalty and duty on rectified spirit.
- (f) Duty on sugar.
- (g) Duty on tobacco.

Revenue from all these items, except that on sugar has been collected for nearly a century and we find it mentioned in the report of Major Graham as early as 1854. Prior to 1917, however, there was no Excise Department in the State and these sources of revenue were managed by the Revenue Department. In 1917, a separate Department of Excise was created and an Excise Commissioner appointed. The powers regarding excise revenue which were formerly exercised by the Chief Revenue Officer were transferred to the Excise Commissioner and the system of selling liquor and opium shops annually by public auction was adopted. Since then the Department has been making continuous progress and its revenue is steadily increasing.*

The Excise Department administers directly the revenue from auction sales of country liquor, opium, *ganja*, *bhang* and

* The history of the Excise Department will be published separately and has, therefore, been omitted.

shindi shops and collects the duty on these articles. It collects the licence fees for selling foreign liquor and the duty on foreign liquor, royalties and duty on rectified spirit and the duty on sugar. The duty on tobacco is collected through the Central Excise Department and the State gets its share of revenue from the Central Pool.

SCHEMES

The Excise Department has prepared the following schemes:—

- (a) To introduce a system of rationing the quantity of liquor permitted to be sold in liquor shops. In 1943-44 the sale of liquor reached the record figure of 1,42,524 gallons. Since then it has been reduced and in 1945-46, the total ration was fixed at 1,04,870 gallons. It is proposed to still further reduce this figure next year. (Scheme No. ES-1.)
- (b) The Department is anxious to limit the number of shops where liquor is sold. In 1912-13, the number was 212. Since then it has been steadily reduced so that in 1945-46, it was 133. A further reduction is proposed during the next year. (Scheme No. ES-2.)
- (c) Toddy being less harmful than liquor it is proposed to replace some of the liquor shops by toddy shops and to undertake the planting of *shindi* trees. (Scheme No. ES-3.)
- (d) In order to improve efficiency and to have a closer check on illicit distillation the departmental staff will be strengthened. (Scheme No. ES-4.)
- (e) The old system of making recoveries had many loop-holes which allowed arrears to accumulate. The Department now wishes to apply the latest legislation on the subject to the State, although it is now making much better recoveries than before. (Scheme No. ES-5.)
- (f) At present, the State does not have its own land for cultivating *ganja* and annually takes land on

lease from agriculturists. As this leads to many administrative difficulties, it is proposed to acquire an area of 10 acres at a suitable place. (Scheme No. ES-6.)

THE FINANCIAL IMPLICATION

It is unnecessary to work out the detailed financial implications of Schemes Nos. 1, 2 and 5. The cost of the remaining schemes is estimated as follows:—

No. of the Scheme	Name of the Scheme	Cost in thousands of Rs.	
		Non-recurring	Recurring
ES-3	Planting <i>shindi</i> trees	90	—
ES-4	Improving the departmental establishment	—	10
ES-6	Acquiring land at Vadgaon for cultivating <i>ganja</i>	30	—
	Total	120	10

CHAPTER X

FORESTS

Forests are an important source of national wealth, particularly in Kolhapur where a large part of the area of the State is covered by the forests of the Western Ghats. The development of forests helps agriculture and cattle-breeding. Forests conserve physical and climatic conditions, they supply timber and fuel which the agriculturists need so badly and control and develop pastures for cattle-breeding. Every programme for the development of agriculture and cattle-breeding must, therefore, be accompanied by a programme for the development of forests.

THE HISTORY OF FORESTS UPTO 1941

The first attempt to organise the State forests was made as early as 1874, when a staff of thirteen Rangers and one Inspector was appointed. In 1878, the forest area of the State was 177 square miles. In the same year, a special Department was created for forests and was placed under a trained Forest Officer loaned by the British Government. In 1880, a set of rules for the management of forests was framed. During the next few years, the area under forest was increased considerably and in 1926, it was as large as 535 square miles. Unfortunately no working plan was prepared for the management of State forests with the result that exploitation and regeneration were not carried out scientifically. The result was that a considerable deforestation took place in later years and much forest land was given away for *kumari* cultivation. Thus in 1941 there were only 428 square miles of forest of which 130 square miles was protected and 298 reserved. The general condition of forests that remained deteriorated rapidly and made it necessary to undertake a comprehensive plan for its rehabilitation.

THE PRESENT CONDITIONS

In 1941, a full review of the condition of forests in the State was undertaken. This review disclosed the following main deficiencies:—

- (a) *Inadequate Forest Area*: If it is generally agreed that the area under forests should be between 20 and 25% of the total area of a country, there was a deficit. The area of the State is about 3,000 square miles, thus the area under forests should be somewhere between 600 and 750 square miles while it was actually found to be only about 500.
- (b) *Uneven Distribution of the Forest Area*: As far as possible forests should be evenly distributed all over the State in order to preserve climatic conditions and to bring fuel within easy reach of the farmer. As things stand at present, most of the forest is situated in the hilly tracts to the West and there is hardly any in the eastern area.
- (c) *The Inefficient Management of Forests*: Even such forests as exist are not properly managed. Perhaps the best are those managed by the State itself, but even here, the bad effect of over-felling, inadequate and inefficient supervision and the absence of a properly prepared working plan is all too obvious. Forests belonging to the Jaghirs are far from satisfactory and forests owned by private individuals are definitely in a bad condition.
- (d) *The Absence of Trained Staff*: In the old Forest Department there was only one officer trained at Dehra Dun. Some of his assistants had received training at Mandvi but most of the Beat Guards had no training whatsoever, in fact most of them were illiterate. This absence of trained personnel was one of the most important obstacles in the proper development of State forests.

Based on this review the Regency Council decided to undertake a comprehensive and far-reaching programme of reform.

THE STATE FOREST POLICY

As a first step the forest policy of the State was defined and formulated as follows:—

- (a) The most important service which forests render to the community is to control floods and prevent erosion. These forests are known as Protection Forests. The first object of State Forest Policy, therefore, is to manage, on modern and scientific lines, those forests that are situated in the areas that control the head-waters of rivers.
- (b) The second service which forests render to the community is to supply timber and fuel. At present, the State forests do not produce either sufficient timber or fuel to meet the requirements of the population. The second object of the State Forest Policy, therefore, is to produce a fairly large quantity of teak, and to produce all the minor timber, fuel, and charcoal that is needed by the people and make the State self-sufficient in so far as fuel and minor timber is concerned.
- (c) At present, a good deal of cowdung is being burnt as fuel. In order to stop this practice and to make more nitrogenous manure available for agricultural purposes the third object of the State Forest Policy is to constitute village forests which will be so designed as to meet all or most of the requirements of fuel of each village.
- (d) The fourth object of State Forest Policy is to grow such trees and plants as are helpful in supplying raw material to cottage industries, providing subsidiary occupations to people living in forest areas.
- (e) The fifth objective of State Forest Policy is to afforest the dry eastern tracts of the State in order to

make their climate more equitable, to stabilise rainfall, to conserve moisture and to prevent the shifting of the dry zone towards the West.

- (f) The State owes an obligation to the people living in forest areas who are generally very poor and backward. The sixth object of the State Forest Policy, therefore, is to supply the needs of these people either free or at as low a cost as possible.

FOREST LEGISLATION

The second item of reform was to make the legislation regarding forests comprehensive and up-to-date. As has already been stated the only legislation regarding forests which existed was the brief set of rules prepared in 1880. These were repealed and the following legislation was enacted:—

- (a) The Indian Forests Act, 1927, as modified to date was made applicable to the State.
- (b) Rules under the above Act were framed and were made applicable to the State.
- (c) The Bombay Forest Manual was applied to the State *mutatis mutandis*.

A manual for the subordinate staff of the Forest Department has been prepared in Marathi and will be amended and republished after about three years when more experience has been gained.

PREPARING A WORKING PLAN

The third item in the programme was to prepare a proper working plan for all the forests in the State. This was done by the State Conservator of Forests who is a retired officer of the Forest Department of the Government of Bombay. Working plans for the Bavda and Ichalkaranji Jaghirs are now being prepared. (Scheme No. FR-1.)

The working plan for the State forests was submitted to Sir Herbert Howard, the Inspector-General of Forests in India, for scrutiny. On going through the plan carefully, and after a personal inspection of the State forests, Sir Herbert advised Government that the plan may be adopted in the first instance. He, however, made several suggestions regarding further investigations

and modifications in the working plan, and suggested that the whole scheme be reviewed at the end of five years, in the light of his observations, the results of the investigations suggested by him and the experience gained in executing the present working plan. Accordingly, investigations have already been undertaken and the working plan is to be revised in 1950-51.

TRAINING DEPARTMENTAL STAFF

The fourth item in the programme is to secure trained personnel. The following steps have been taken:—

- (a) It was decided that, for some years to come, the Head of the Department should be an experienced officer of the Bombay Forest Department. The services of such an officer will be obtained on loan or a retired officer will be appointed.
- (b) Out of the five Range Officers required by the Department, one post was filled by promotion and one officer had already been trained. Three more trained Range Officers are needed. Three seats were, therefore, obtained in the Forest Training Institute at Dehra Dun and State subjects were recruited and have been deputed for training at Government's cost.
- (c) Arrangements for training Beat Guards and Round Officers were made in Kolhapur itself.

It may be stated that the Department has now been able to get all the technical staff it requires.

PROPOSALS FOR REFORM

The following reforms have been approved by the Regency Council:—

- (a) To carry out a Botanical Survey of the State forests. This investigation will determine the useful species that grow locally and enable the Department to multiply them through its programme of afforestation and regeneration. (Scheme No. FR-2.)

- (b) To introduce proper forest settlement, a Forest Settlement Officer has been appointed and work has been started with the following objectives:—

- (i) The total area under forest should be increased to about 20% to 25% of the total area of the State. This should be done by bringing almost all Government waste land under the management of the Forest Department and, if necessary, by acquiring private waste land.
- (ii) The classification of forests as reserved and protected forests should be abolished. The distinction is really unnecessary and adopting a uniform system of classifying all forests as reserved is expected greatly to simplify administration, without infringing upon the legitimate rights of the people.
- (iii) To bring all private forests under the management and control of Government.
- (iv) To increase the area under forests as much as possible in the eastern tracts of the State where forests are extremely limited.
- (v) For administrative convenience and better management it is proposed that Government should acquire all private forests and all land situated in the midst of forests.

It is expected to carry out this forest re-settlement in about three to five years. (Scheme No. FR-3.)

- (c) A programme for afforesting the bare hills which lie in the eastern tract of the State has been approved. The hills will be bunded on contour lines and trees will be planted along the bunds. This afforestation will control soil erosion, preserve climatic conditions and provide fuel to neighbouring villages. (Scheme No. FR-4.)
- (d) It is proposed to create a pasture working circle in the Forest Department to provide controlled

grazing for cattle. At present, the available pastures are limited, consequently most of them have been ruined by over-grazing, uncontrolled grazing being the rule rather than the exception. This will be remedied by providing additional pastures and by enforcing grazing rules which have recently been approved. (Scheme No. FR-5.)

- (e) It is proposed to multiply such trees as are useful for timber, fuel, cottage industries, drugs, fodder and other purposes. It has been demonstrated that teak can be grown fairly satisfactorily on well-drained slopes which are protected from wind, so teak will be planted in all such areas. In certain other parts *Moha* trees thrive and will be planted; in others *Palas* will be planted for producing lac. The *Hirda* tree is an economic asset of the State and will be multiplied wherever possible. Sandal trees grow very satisfactorily in some parts, they too will be multiplied. These are but a few examples taken from the detailed and comprehensive programme. (Scheme No. FR-6.)
- (f) It is proposed to plant village forests, to turn waste land in the village area into reserve forests and develop it for the production of grass and fuel. At first, the management of village forests will be directly under the Forest Department, but, in course of time, it is hoped that the villagers themselves will be able to manage such forests through the village panchayat which will then only need supervision by Forest Department Officers. When this scheme is fully developed, it is hoped that such villages will be self-sufficient in fuel and that a good deal of cowdung now burnt will become available for manuring. (Scheme No. FR-7.)
- (g) At present there are very few forest roads with the result that much forest produce, growing in inaccessible areas cannot be exploited. A detailed pro-

gramme to provide all the forest roads required by the Development Plan has been drawn up. It is spread over a period of ten years and work will start from June, 1946. (Scheme No. FR-8.)

- (h) It is proposed to provide the necessary buildings for the Forest Department in a programme of ten years. (Scheme No. FR-9.)

THE FINANCIAL IMPLICATION

A Forest Department is essentially an earning department. There is no doubt that the Kolhapur Forest Department also will be an earning department after some time. At present, however, Government will be called upon to invest a good deal of money in the development of forests, particularly on afforestation in the eastern tract of the State, on developing pastures, constructing forest roads, erecting forest department buildings etc. A certain percentage of the money thus invested will, after some time, flow back to the State in the form of increased returns; a still larger part will remain a permanent asset of the State in the form of forest roads and buildings; some, however, will have to be written off and considered either a penalty for past neglect or an investment in the permanent interests of agriculture.

It has not been possible to work out accurately the non-recurring cost of developing the State forests, but the following amounts have been provisionally set aside in the Development Plan:—

	Cost in thousands of Rs.	
A Botanical Survey of State		
Forests	...	5
Forest Settlement	...	500
Afforestation	...	500
Forest Roads	...	600
Forest Department Buildings		195
Developing pastures and multiplying valuable species	...	200
Total	...	2,000

CHAPTER XI

THE JAIL DEPARTMENT

At present the Jail Department of the State is headed by the Inspector-General of Prisons. The Central Jail is situated on the site of an ancient City fort. Although this site and the buildings may have served the purpose of a Central Jail in days gone by, they have become absolutely unsatisfactory judged by modern standards. Both the site and the buildings are too small to enable the Department to provide educational and other facilities to prisoners and to enforce a modern jail administration.

A NEW JAIL

The most important need of the Department is a new and modern jail building. An extensive site has, therefore, been selected on the Kolhapur-Gargoti road. Plans have been drawn up for a modern jail, big enough to provide for Kolhapur and the Deccan States, and are estimated to cost Rs. 16,00,000. This work will be executed in stages. (Scheme No. JD-1.) The Regency Council have already granted financial sanction to the construction of one part of the proposed jail to serve the urgent needs of Kolhapur at an estimated cost of Rs. 1,28,000. Building has already started and will be finished in about a year and a half. (Scheme No. JD-2.)

OTHER PROPOSALS

Proposals for the following improvements are under consideration:—

- (a) Starting a Borstal School. (Scheme No. JD-3.)
- (b) Developing jail industries. (Scheme No. JD-4.)
- (c) Providing educational facilities in jails. (Scheme No. JD-5.)
- (d) Modernising jail administration. (Scheme No. JD-6.)

These proposals have naturally to be kept pending till the new building for the Central Jail is constructed, their detailed financial implications, therefore, have not yet been worked out.

CHAPTER XII

THE ADMINISTRATION OF JUSTICE

SIR GOVINDRAO MADGAVKAR'S RECOMMENDATIONS

As it is proposed to print separately for those who are particularly interested in the subject a book on the evolution of the Judicial Department of this State which began in the year 1848, its history will be omitted. For the purpose of this Plan it will be enough to state that the reform of the Judicial Department was one of the earliest schemes undertaken by the Regency Council. They invited Sir Govindrao Madgavkar, Retired Judge of the Bombay High Court, to study the administration of justice in the State and to make proposals for reform. After a very careful investigation Sir Govindrao Madgavkar made many valuable recommendations which may be summarised as follows:—

- (1) The State should take over the Feudatory Courts under the High Court with a few necessary changes of jurisdiction.
- (2) The Original Side of the High Court and the Puisne Judge on that Side should be abolished.
- (3) The pay of the Judiciary and the establishment should be raised.
- (4) The system of candidates should be gradually abolished leaving
 - (a) the paid establishment,
 - (b) section-writers paid fees according to sanctioned scales,
 - (c) licensed petition-writers.
- (5) Making matriculation obligatory for appointments to the establishment and graduation obligatory for officers.

- (6) Promotions should be by increments, annual or biennial, with an efficiency bar and promotion by selection to the three main posts of the Clerk, the Nazir and the Deputy Nazir, in the Subordinate Courts.
- (7) Suitable State subjects should have the first claim to appointments.
- (8) Appointments to the establishment should, as far as possible, be according to the numerical strength of the castes in the population of the State. At the same time, a complete monopoly of any one caste is undesirable and some appointments should also be given to castes in a minority.
- (9) These remarks, (7) and (8), should also apply to the appointment of the Subordinate Judiciary.
- (10) Where posts are to be filled by selection, the caste principle should not be observed, particularly in the highest offices such as that of the Chief Justice.
- (11) The rules for preserving or destroying judicial records prevailing in the Province of Bombay, as also the relevant Act, should be applied to the State.
- (12) Instead of the present antiquated system of court accounts consisting of day-books and ledgers, the system of accounts and monthly returns to the Accountant-General, as in British India, should be adopted so as to enable the public to obtain a refund of deposits due to them without delay.
- (13) Adopting modern forms, returns and registers and insisting on all the columns being filled.
- (14) To bring from outside for one year a competent subordinate Judge and a competent Nazir to sit in each subordinate court and teach the present incumbents the correct method of work. A month's

- training in British Indian subordinate courts would also be useful.
- (15) The State alone should have power to grant *sanads* valid for all courts including Feudatory Courts. These *sanads* should be granted only to persons of approved character who have graduated in law. The *sanad* should be granted for life, assuming good conduct, and should only be liable to be set aside by the High Court for misconduct. The fee, payable once only, should be Rs. 300 and the number of *sanads* to practise in each Subordinate Court should be limited to the mean between the minimum necessary for the work and the maximum desirable for healthy competition.
 - (16) Punctuality in attendance, systematic division of work into criminal and civil. Civil work to be further sub-divided into (a) uncontested, (b) nominally contested, as in suits on bonds and promissory notes which are admitted but where only time and instalments are sought for by the defendant, (c) seriously contested suits and lastly disposal of work on such days as are set aside for one or more classes of work. In short, a greater appreciation of the value of time, system and method by Bar and Bench.
 - (17) This division into four classes should be shown in the monthly civil returns of disposals from the Subordinate Courts.
 - (18) The courts must pay more attention to the convenience of litigants and witnesses by allowing a sufficient number of days for the various stages of litigation. They must be sufficient for service and attendance of witnesses so as to avoid further adjournments except for unavoidable reasons.
 - (19) Prompt and systematic disposal of cases with strict observance of the provisions of the law. Judgment should be delivered within one or two weeks

of the arguments. No judge should leave charge of a court unless he has written judgments in all cases in which he has heard the arguments.

- (20) A modern system of Laws applicable to the State should be prepared in a compact form easily available to the Public, the Bar and the Judiciary. It should include Rules having the force of Law, as distinguished from Government Orders and Rules not having such force.
- (21) Abolition of *Vat Hukums*. In case it is deemed necessary to continue them, the name must be confined to orders issued by the Ruler directly and not by any other officer.
- (22) The laws and the High Court circulars to be modernised and a uniform system of laws to be enforced for all Courts, State and Feudatory. The laws must be vigilantly watched and kept up-to-date by a body consisting of the Judicial Minister, the Chief Justice and the Remembrancer of Legal Affairs.
- (23) The son of the Jaghirdar of Vishalgad who works as a District and Sessions Judge in the Jaghir is the only Judge who has small cause powers upto Rs. 5,001. Subordinate judges might, after three years, be given small cause powers upto Rs. 50 in the first instance and gradually be raised according to experience and ability.
- (24) As a permanent selection committee, consisting of three officers, has just been established in the State, there appears to be no objection to this committee selecting entrants to the judicial establishment. It would, however, be well to have either the Judicial Minister or the Chief Justice as a member of the board for appointments to the judicial establishment. The entrants should be on probation for one year in the case of the establishment and for two years in the judiciary, the period to be counted for service and pension if confirmed. Judicial officers

under whom an establishment works must be able and willing to discriminate without bias between the members of his establishment according to their work and should submit confidential annual reports to the Judicial Minister through the High Court.

- (25) Affidavits sworn before the clerk of the Court are not at present known, the clerk of the Court merely deals with verifications, the difference being, that no criminal prosecutions lie on the latter as would be the case with affidavits. This might be introduced as in British India.
- (26) Executive interference with individual cases must cease.
- (27) Suits against Government and against public officers by the subject in respect of acts performed in their official capacity the legality of which is sought to be questioned should be allowed as in British India with such a period of limitation as the Council thinks proper.
- (28) The abolition of the Supreme Court on the indispensable condition that the High Court is what it should be. This condition is equally essential for all the above suggestions including taking over the Feudatory Courts.
- (29) Law libraries in the subordinate courts must be improved.
- (30) There should be a building programme to be carried out in some years according to finance available for providing suitable court buildings.
- (31) There should be a similar programme for inspection bungalows available to all departments.
- (32) The language of the subordinate courts should be Marathi, of the District and Sessions Court both Marathi and English and of the High Court and Supreme Court English only. The latter will be necessary in case of federation among the Southern

Maratha States and for appeals to the Federal Court.

- (33) Officers should be brought from British India for a period of three to four years to train State officers. It must, however, be clearly understood that this should only be done in cases of absolute necessity and for the shortest possible period.

SCHEMES

These recommendations have been accepted by Government and many of them have been carried out. One proposal, which was not contemplated by Sir Govindrao Madgavkar, has now become a fact. This is the constitution of a Joint High Court for Kolhapur and eight other Deccan States which is functioning since the 1st of March, 1946. (Scheme No. JS-1.) The following recommendations of Sir Govindrao Madgavkar may for the purposes of this Development Plan be regarded as schemes:—

- (a) Training the subordinate staff of the Judicial Department as recommended in No. (14). (Scheme No. JS-2.)
- (b) Publishing a Kolhapur Code as recommended in No. (20). (Scheme No. JS-3.)
- (c) Improving Law Libraries. (Scheme No. JS-4.)
- (d) Providing adequate buildings for all Courts. (Scheme No. JS-5.)
- (e) Building quarters for the Judges of the Joint High Court. (Scheme No. JS-6.)

These schemes involved the following non-recurring expenditure:—

No. of the Scheme	Name of the Scheme	Non-recurring cost in thousands of Rs.
JS-2	Training subordinate staff	...
JS-3	Publishing a Kolhapur Code	...
JS-4	Providing Law Libraries	...
JS-5	Court buildings	...
JS-6	Building Judges' quarters	...
	Total	...

5
5
10
80
100
200

CHAPTER XIII

THE MARKET DEPARTMENT

PREVIOUS HISTORY

Prior to 1941, there was no Market Department nor was there any provision for periodical inspection of weights and measures. The attention of Government was attracted to this question for the first time by the Trade Inquiry Committee, 1938, of which Rao Bahadur Dr. P. C. Patil was the Chairman. This Committee recommended that Government should introduce inspection of weights and measures and regulate markets in the State. As a result of these recommendations the Market Department came into existence. In 1941, a Chief Inspector of Weights and Measures with two Assistant Inspectors were appointed. The Bombay Weights and Measures Act, 1932, was made applicable to the State and the actual inspecting of weights and measures was started in 1942-43. In 1945, the Bombay Agricultural Produce Markets Act, 1939, was made applicable to the State and the Chief Inspector of Weights and Measures was given the additional duty of a Marketing Officer. The Kolhapur Market was regulated in accordance with the provisions of the above Act from the 15th of October, 1945. A full-fledged Market Department will come into existence from the 1st of June, 1946.

THE EXISTING ORGANISATION OF THE DEPARTMENT

The Head of this Department is the Marketing Officer and Chief Inspector of Weights and Measures. He has under him four inspectors of weights and measures. The area of the State including Jaghirs is divided into three divisions and each division is in the charge of one inspector. The fourth inspector works at headquarters and also acts as a leave reserve. The Department has been provided with the necessary subordinate staff. Its main duties are as follows:—

- (a) To supervise markets.
- (b) To advise Government on the regulation of markets.
- (c) To improve such markets as can be regulated under the Kolhapur Agricultural Produce Markets Act, 1945.
- (d) Periodically to inspect the weights and measures used by merchants.
- (e) To repair weights and measures departmentally.
- (f) To conduct a sales-depot for weights and measures.
- (g) To collect statistics regarding markets in the State.
- (h) Generally, to undertake all such duties as are likely to improve the markets in the State.

SCHEMES

A Survey of Existing Markets: There are eighty-six towns and villages in the State where weekly bazaars are held or where important markets for the sale of agricultural produce have been established. Of these, only six are sufficiently important to be regulated under the Kolhapur Agricultural Produce Markets Act, 1945. These are Kolhapur, Ichalkaranji, Jaysingpur, Gadhinglaj, Vadgaon and Malkapur. In order to survey the conditions of these markets and to make recommendations to Government regarding their regulation, a committee known as the Marketing Survey Committee has been appointed. Its report is expected before the end of 1946. (Scheme No. MK-1.)

A survey of some other marketing centres has been undertaken by the staff of the Market Department. (Scheme No. MK-2.)

The Kolhapur Market: Kolhapur is an important market for *gur* and groundnuts and has already been regulated under the Act. A Market Committee has been appointed to see that the Act is enforced. It is proposed to move the Gur Market from its present location in Shahupuri to an extensive site near the Temblai Hills and to construct a modern Central Market. (Scheme No. MK-3.)

Regulating Other Markets: As experience is gained at Kolhapur, the regulation of other market centres will be taken up. It is proposed to complete the whole programme in about ten years. (Schemes Nos. MK-4 to 8.)

Improving Bazaars: Certain improvements will be made at the smaller market centres where weekly bazaars are held. These cannot be regulated under the Kolhapur Agricultural Produce Markets Act, 1945, because the income from the market cess is too small to support a Market Committee. These improvements will include constructing roads leading to the market centres, building dharamshalas, providing better bazaar sites and planting trees on sites where cattle bazaars are held. (Scheme No. MK-9.)

Inspection of Weights and Measures: As in the Bombay Weights and Measures Department the Market Department of the State inspects periodically the weights and measures used by merchants; but it also conducts a Sales-Depot for standard weights and measures. (Scheme No. MK-10.) It also repairs weights and measures departmentally. (Scheme No. MK-11.) In both these respects the Kolhapur Department goes further than the corresponding Departments in the Provinces. A scheme for the manufacture of weights and measures at Kolhapur is, at present, under consideration. (Scheme No. MK-12.)

Administrative Buildings: So far divisional offices of the Market Department have been provided at Kolhapur only. Buildings at Jaysingpur, Panhala and Gadhinglaj, the other Divisional Headquarters, have still to be provided. (Scheme No. MK-13.)

THE FINANCIAL IMPLICATION

The new schemes outlined above do not require any additional recurring expenditure. Schemes MK-2, 3, 10 and 11 will place no additional burden on general revenues. The non-recurring cost of the remaining schemes is as follows:—

A DEVELOPMENT PLAN

No. of the Scheme	Name of the Scheme	Cost in in thousands of Rs. Non-recurring
MK-1	Survey of existing markets ...	2
MK-4 to 8	Regulating the markets at Jaysingpur, Ichalkaranji, Gadhinglaj, Vadgaon and Malkapur ...	500
MK-9	Improving bazaar places ...	400
MK-12	Manufacturing weights and measures at Kolhapur ...	48
MK-13	Market Department buildings ...	50
	Total ...	<u>1,000</u>

CHAPTER XIV

THE MEDICAL DEPARTMENT

HISTORY

The foundation stone of a State Central Hospital was laid by Sir James Fergusson, Governor of Bombay, on the 8th of March, 1881. The hospital was named "The Albert Edward Hospital" in commemoration of the visit of His Royal Highness the Prince of Wales, to India in 1875. The building was completed in the year 1884 and cost three lakhs. The design of what must have then been a very beautiful building in Gothic style was prepared by Major Mant, Royal Architectural Engineer in the service of the Bombay Government. The building accommodates about 100 in-patients. A small contagious diseases ward was later attached to the hospital and there are separate rooms for the treatment of mental diseases in persons of both sexes. Recently an anti-rabic centre has been opened where treatment is given free of charge.

THE EXISTING DEPARTMENTAL ORGANISATION

The Kolhapur State Medical Department attends only to medical relief, there being an entirely separate Public Health Department. The Head of the Medical Department is the Secretary to Government for the Medical Department, the Superintendent of the A. E. Hospital, the Chief and Palace Surgeon, the Medical Officer of Jails, and inspects Peta and Jaghir Dispensaries.

The State Medical Department has four Hospitals and three Dispensaries in the City of Kolhapur and twelve Dispensaries maintained at different Petas and Jaghirs under its control. Peta Dispensaries are as yet financially maintained by the Ilakha Panchayat but are under the administrative control of the State Medical Department. Jaghir Dispensaries are maintained from

the revenues of the respective Jaghirs. On the 24th of February, 1945, the Ilakha Panchayat passed a Resolution suggesting that all Peta Dispensaries be completely transferred to Government. This proposal is under consideration. (Scheme No. MD-1.)

The four City Hospitals are the Albert Edward Hospital, the Shri Padmaraje Maternity Home, the Services Hospital and the Rajaram Rifles Training Depot Hospital. The three City Dispensaries are the Ahilyabai Deshi Davakhana, the Central Jail Dispensary and the Sonthali Jail Dispensary. There are State Dispensaries in six Petas, Panhala, Shirol, Gargoti, Gadhinglaj, Radhanagari and in the three Mahals Raibag, Katkol, and Shahuwadi. There is one State Dispensary in the town of Vadgaon and the Jaghirs maintain dispensaries, administered by the Medical Department of the State, at Gagenbavada, Ichalkaranji and Ajra.

A NEW HOSPITAL

The present medical facilities in the State are quite inadequate, though there has been much recent improvement. The present A.E. Hospital, admittedly a grand old building, is almost unusable as a modern hospital, it is insanitary and being much too small for Kolhapur it is always overcrowded to an extent which renders proper nursing very difficult. The few medical, nursing and menial quarters are hopelessly inadequate. The wards have spread into a number of separate buildings which makes efficient administration almost impossible. In 1944, therefore, the Regency Council decided to take the bold step of building a new modern hospital as a medical centre for the whole State. (Scheme No. MD-2.) Plans for a three hundred bed hospital were prepared by Messrs. Master, Sathe and Bhuta, Architects, Bombay. Building operations were started in July 1945 and have progressed upto plinth level. The building, with all quarters etc., is expected to be complete by December 1947 and will cost Rs. 18,00,000. Rs. 6,00,000 will be required for equipment bringing the total non-recurring cost to Rs. 24,00,000. It is proposed to accommodate the High Court in the present hospital building as soon as this is vacated.

A MENTAL HOSPITAL

Most mental cases can be treated in the Central Hospital, but a small institution is required where cases unsuitable for a general hospital can be accommodated. Though not urgent a proposal of this nature is under consideration and Rs. 75,000 non-recurring have been reserved for this purpose in the Plan. (Scheme No. MD-3.)

AN INFECTIOUS DISEASES HOSPITAL

In Kolhapur there is an urgent need for an Infectious Diseases Hospital where cases of small-pox, plague and cholera can be cared for. Other infectious cases can be treated in special accommodation to be provided in the new hospital. The Kolhapur Municipal Borough has recently established a temporary Plague Hospital to which over 2,000 cases have come for admission from all parts of the State and the surrounding territory. The Regency Council are now considering a proposal to make this Hospital a permanent institution, to which Government will contribute. A non-recurring allotment of Rs. 75,000 has been made provisionally. (Scheme No. MD-4.)

AN INFIRMARY AND AN ORPHANAGE

Chronic invalids of the poorer classes tend to occupy hospital beds, urgently needed for acute cases, for months and often years. This is most undesirable and uneconomic. To provide an infirmary for such cases would be an excellent field for philanthropy. The same applies to the opening of an Orphanage for Kolhapur. A number of orphans and foundlings are now cared for in the A. E. Hospital for want of a better place. They not only interfere with the hospital routine but grow up in an atmosphere quite unsuitable for a healthy child. Thus, here too, a charitable individual or body could find a very useful activity. The Regency Council hope that such proposals will be forthcoming from the public and will give them full consideration and every help. For this, the Plan provides Rs. 75,000 non-recurring. (Schemes Nos. MD-5 and 6.)

CONVERTING PETA DISPENSARIES INTO SMALL HOSPITALS

The present Peta Dispensaries have only 2-4 beds for in-patients. This is quite insufficient and causes overcrowding in the Central Hospital. It is, therefore, proposed to establish better in-patient facilities in these Dispensaries and to improve their surgical and diagnostic equipment to such an extent as to bring them up to the standard of a small hospital. This proposal is, at present, under consideration and a sum of Rs. 5,00,000 non-recurring has been provisionally ear-marked in this Plan for the purpose. (Scheme No. MD-7.)

ESTABLISHING A MEDICAL COLLEGE AT KOLHAPUR

In Kolhapur and in the surrounding territory there is an urgent need for more medical training facilities. In planning the new hospital the needs arising out of a possible future development into a College have been kept in mind so that the additional requirements will not be very great if this scheme should materialise in the later stages of the Development Plan. Details have not yet been worked out but a provisional allotment of Rs. 4,50,000 has been made. (Scheme No. MD-8.)

A NURSING SCHOOL

A Nursing School will shortly be started under a highly experienced Matron who has already been appointed. The school will begin in the present hospital but its activity will be considerably extended when the new hospital opens. Affiliation to the Bombay Presidency Nursing Association will be applied for. A non-recurring allotment for training facilities of Rs. 50,000 has been reserved. (Scheme No. MD-9.)

THE FINANCIAL IMPLICATION

The non-recurring cost of the schemes outlined above is as follows:—

No. of the Scheme	Name of the Scheme	Non-recurring cost in thousands of Rs.
MD-1	Taking over Peta Dispensaries ...	—
MD-2	The New Central Hospital ...	2,400
MD-3	The Mental Hospital ...	75
MD-4	The Infectious Diseases Hospital...	50
MD-5 & 6	The Infirmary and the Orphanage	75
MD-7	Converting Peta Dispensaries into small hospitals ...	500
MD-8	The Medical College ...	450
MD-9	A Nursing School ...	50
Total ...		3,600

The present recurring expenditure of the Medical Department is about Rs. 3,40,000. When all the schemes planned are executed this recurring expenditure will rise to about Rs. 8,00,000.

CHAPTER XV

PRINTING AND STATIONERY

HISTORY

A State Press existed before 1922, but it was then abolished and printing and binding was done by contract by local presses, the State maintaining only a small store for the supply of forms and paper to Government offices. This state of affairs continued till 1930 when a State Press was restarted and both the Press and the Stores were placed under the control of a single officer designated "The Manager of the Press and Stores, Kolhapur".

Before 1942, Government offices purchased their stationery in the market. In 1942, this system was discontinued and it was decided to make all such purchases through a Central Store and then to supply them to all Government offices. It was also decided to enlarge the Press because the amount of printing had greatly increased owing to the requirements of modern administration and the constitution of the Kolhapur Legislative Assembly. A separate Department of Printing and Stationery was created and a retired officer of the Government of Bombay was appointed its head under the designation "Superintendent, Government Central Stores and Press". He introduced many reforms so that the management of the Department is now thoroughly modernised.

THE PRESENT ORGANISATION

The Printing and Stationery Department is essentially a service department and its duties may be described as follows:—

- (a) To purchase and stock stationery, drawing utensils and material, typewriters, clocks, *kamblies*, umbrellas, raincoats and cloth for peons' clothing.
- (b) To supply after careful scrutiny of the indents all the above articles to Government offices.

- (c) To supply furniture to all offices.
- (d) To arrange for repairing typewriters and clocks.
- (e) To print standard forms and to supply them to offices on carefully checked indents.
- (f) To print all other matter required by Government.
- (g) To sell Government publications and the Gazette to the public.

The Department is at present divided into four sections, the office proper, the stationery store, the form store and the press. The work of all these branches is directed by the Superintendent. At present these sections are located in different buildings, some owned by Government and some rented. Their distribution and their accommodation are highly unsatisfactory and greatly hamper the smooth and efficient working of the Department.

PROPOSALS FOR REFORM

The following reforms have been approved by the Regency Council:—

- (a) To construct an urgently required new and modern building for the Press and Stores. Plans and estimates are ready and are estimated to cost about Rs. 3,50,000. (Scheme No. PS-1.)
- (b) New machinery will be purchased in order to increase the capacity of the Press. (Scheme No. PS-2.)
- (c) To increase considerably the establishment of this Department. (Scheme No. PS-3.)
- (d) The repair of Government typewriters is now entrusted to the Remington Rand Company through the Department. This is inconvenient because their mechanic visits Kolhapur only once in three months, nor can his work be properly supervised. A typewriter mechanic will therefore be employed on the establishment of the Department. (Scheme No. PS-4.)

- (e) It has been decided to run the Press as a commercial concern with a proper audit. (Scheme No. PS-5.)
- (f) An electric duplicating machine will be installed. (Scheme No. PS-6.)
- (g) For the benefit of the subordinate staff a Manual on the working of this Department will be prepared. (Scheme No. PS-7.)

THE FINANCIAL IMPLICATION

The non-recurring expenditure on account of all the schemes mentioned above is estimated roughly at Rs. 6,00,000. It is not possible to estimate accurately because the price of machinery is not known. The recurring expenditure is at present Rs. 29,000. When all these schemes are executed, it is expected to rise to about Rs. 1,00,000. The receipts from this Department will come to Rs. 50,000 per annum approximately, thus the net recurring cost to the State would be Rs. 50,000.

CHAPTER XVI

PUBLICITY

One of the important items in the Development Plan is to educate public opinion regarding the development schemes. The State subjects must know what development means, what it aims at, how it is approached etc. This education of the people will enable Government to secure their co-operation which will in turn widen the scope and increase the speed of development. An educated public opinion will also act as a salutary check upon executive departments and make them discharge their duties efficiently and according to schedule. The Regency Council have, therefore, decided to emphasise the educative aspect of the Development Plan and to organise a special machinery for the purpose.

A PUBLIC RELATIONS OFFICE

As a first step it has been decided to organise a Public Relations Office. The work of this office will be as follows:—

- (a) To acquaint the public with Government planning.
- (b) To give the public an opportunity to express its views on Government plans.
- (c) To make the public development-minded.
- (d) To educate public opinion on the problems that have to be tackled to implement the Development Plan.
- (e) To secure public confidence.
- (f) To show the public how each individual can participate in the Plan, either on his own initiative, or through co-operation with non-official organizations, local bodies or Government departments.

A Public Relations Officer has been appointed and has been given an adequate staff. The total recurring expenditure on

account of this proposal is estimated at Rs. 12,000 per annum. (Scheme No. PT-1.)

THE KOLHAPUR SAMACHAR

It has been decided to conduct a weekly Government paper. This is called the *Kolhapur Samachar* and has been published in Marathi on every Thursday since the 2nd of August, 1945. The size of the paper is royal quarto and the weekly edition consists of twelve pages. The *Kolhapur Samachar* contains articles on important schemes undertaken by Government, personal and social engagements of the Ruling Family and the Ministers, notes regarding development activities in the State, periodical reports on the working of Government departments and the authoritative version of official announcements. It publishes advertisements from Government departments and accepts selected advertisements from private individuals and firms. The Regency Council have decided to maintain a separate pro-forma account for this paper. The receipts consist partly of subscriptions and partly of charges for advertisements. Expenditure consists of the staff, printing and paper charges, postage etc. The net expenditure on the paper, deducting receipts, is debited to the Publicity Department. This will amount to about Rs. 10,000 per annum. The *Kolhapur Samachar* is sent free to at least one institution or public servant in every village and town of the State. Every registered reading room or library and every registered institution doing social or educational work in the State receives a free copy. Other institutions or individuals wishing to subscribe to the *Kolhapur Samachar* are charged a nominal subscription of one rupee per annum, inclusive of postage. (Scheme No. PT-2.)

BOOKS ON THE DEVELOPMENT OF KOLHAPUR

As a further step in educating public opinion, it has been decided to publish a number of books in Marathi on subjects included in the Development Plan. For instance, it is proposed to publish books on such problems as the present position and the reform of Devasthanas, the problem of communications in Kolhapur State, the problem of village water supply, the forest

problem etc. These books will be written by selected writers who will be guided and assisted by the Departments concerned. Authors will be given a fixed remuneration. The Public Relations Office is compiling a complete list of the books to be published in the series. So far, a list of thirty books has been prepared. The cost of writing and printing each book is estimated at Rs. 1,000. The whole series, therefore, will cost Rs. 30,000 non-recurring. These books will be supplied free to Government departments and to institutions and individuals interested in the problem dealt with. They will also be for sale at the Government Book Depot and it is expected that an amount of Rs. 10,000 will be realised from these sales. The scheme will take about three years to complete and will cost the State Rs. 20,000 net. (Scheme No. PT-3.)

STUDY CIRCLES

It has been decided to encourage Study Circles on subjects included in the Development Plan. For this a set of rules has been drawn up whereby the Regency Council will encourage Study Circles and supply them with data and books. Financial assistance will be given to publish the results of such studies, if considered sufficiently valuable. The scheme is estimated to cost Rs. 1,000 per annum. (Scheme No. PT-4.)

EXTENSION LECTURES

It has been decided to organise a series of Extension Lectures at Kolhapur on subjects connected with development in order to maintain an intimate and constant contact between local and Provincial public opinion. Whenever eminent scholars from other parts of India visit Kolhapur the opportunity to get them to speak on subjects of development will be taken. It is also proposed to invite eminent persons from outside to deliver such lectures. A sum of Rs. 1,000 per annum has been reserved to cover incidental costs. (Scheme No. PT-5.)

A VISUAL INSTRUCTION ASSOCIATION

A Visual Instruction Association with the object of educating public opinion through films will be formed. This will start in Kolhapur City where there are a large number of cinema

houses. With the help of local educational institutions, it will be easy to form an association to exhibit educational films, not only to students, but also to the general public. As experience is gained, the scheme will be extended to other towns in the State where cinema houses exist. Finally it is proposed to maintain a well-equipped touring van for exhibiting instructional films in rural areas. An annual grant-in-aid upto Rs. 1,000 will be given to the association. (Scheme No. PT-6.)

A LIBRARY FOR THE DEVELOPMENT DEPARTMENT

An up-to-date library of books on development problems will be maintained and has been started with an initial purchase of about 500 books. It is open to all State subjects. No fees are charged, but Rs. 10 must be deposited by any reader who wishes to take a book home. A sum of Rs. 1,500 recurring has been provided in order to keep the library up-to-date. (Scheme No. PT-7.)

THE FINANCIAL IMPLICATION

The total expenditure on these schemes has been estimated as follows:—

No. of the Scheme	Name of the Scheme	Total Expenditure		Income		Net Expenditure	
		Non-recurring	Recurring	Non-recurring	Recurring	Non-recurring	Recurring
PT-1	A Public Relations Office ...	..	12,000	..	..	..	12,000
PT-2	The Kolhapur Samachar ...	..	20,000	..	10,000	..	10,000
PT-3	Publishing Books on Development.	30,000	..	10,000	..	20,000	..
PT-4	Study Circles ...	..	1,000	..	..	..	1,000
PT-5	Extension Lectures ...	..	1,000	..	..	..	1,000
PT-6	A Visual Instruction Association.	..	1,000	..	..	..	1,000
PT-7	A Development Library ...	..	1,500	..	..	..	1,500
Total ...		30,000	36,500	10,000	10,000	20,000	26,500

It is generally agreed that a Government should spend one per cent. of its total development expenditure on educative publicity. Judged by this standard it will be granted that these plans of the Regency Council are not too costly.

CHAPTER XVII

PUBLIC HEALTH

In many respects public health planning differs from other subjects. It is comparatively cheaper. It does not yield returns that can be calculated or even assessed in terms of finance. The Regency Council are, however, of opinion that public health measures are one of the soundest investments, quite apart from their importance as an administrative duty, and an essential preliminary to efforts at raising the standard of living.

PREVIOUS HISTORY

Until recently, there was no Public Health Department in the State. In May, 1943, a Director of Public Health was appointed. The first year of his appointment was spent in studying local conditions and planning. Actual public health duties remained largely an administrative responsibility of the Chief Medical Officer, as they had always been. In June, 1944, a separate Public Health Department was established with a skeleton staff. From that date, all public health services were gradually transferred from the Medical to the Public Health Department. The necessary funds were made available and the Director was requested to develop his Department as rapidly as possible. The Regency Council held the view that of all activities directed at raising the standard of living, public health services had been lagging farthest behind, and that special emphasis was required to bring them upto a standard equal to that already attained by other spearheads of development such as Education, Communications etc. The Public Health Department has, therefore, received possibly the most powerful impetus of all departments. This is clearly shown in the budgetary allotment to this Department which in 1943-44 was nil, rose to Rs. 1,10,000 in 1944-45 and in 1945-46 reached the figure of Rs. 4,09,000. A brief outline of the schemes that have been undertaken by this Department is given in the paragraphs that follow.

RURAL SUB-DISPENSARIES

This scheme aims at providing simple medical relief in rural areas. The plan is unorthodox, firstly, because sub-dispensaries are run by a permanent resident of the village who is carefully selected and given a short training course which enables him to deal with common and minor ailments. Secondly, because a nominal charge is made for the medicines supplied. At present rates, it costs about Rs. 100 non-recurring expenditure to open a sub-dispensary and about Rs. 100 annual recurring expenditure per dispensary. This includes the pay of a full-time registered medical practitioner appointed as an Inspector of Sub-dispensaries, and having 25 sub-dispensaries under his charge. The first sub-dispensaries were opened as an experiment. Their working proved to be so satisfactory that the Regency Council decided upon a rapid extension of the scheme, and it is now planned to provide a total of 300 such sub-dispensaries throughout the State. This means that there will be one sub-dispensary to serve every 3,500 inhabitants, including Jaghirs. An extension of the scheme, whereby sub-dispensers who have proved their ability will be given a further course of more intensive training and more elaborate equipment is planned for the near future. It is proposed to attach a trained midwife to such "First Class Sub-dispensaries".

The Rural Medical Relief Scheme has now outgrown the experimental stage. Over 150 village sub-dispensaries are now running satisfactorily and are treating an average of 20,000 patients per month. Within the next eighteen months 150 more will be established. This network of 300 centrally controlled dispensaries will act as a feeder service to the new small hospitals to be provided in the Petas and these again will feed the large Central Hospital now being built at Kolhapur. Village sub-dispensaries are run in such a way as to act as centres for the dissemination of sanitary, hygienic and nutritional knowledge. Apart from actual medicines, they have been provided with yeast and shark liver oil which they sell at a fixed nominal price to villagers, particularly encouraging their use for infants, children, pregnant and nursing mothers. As all village sub-

dispensers are honorary (honorarium Rs. 5 to 10 according to their attendance figures) and as all medicines (23 in number) are charged for at fixed rates, this service is entirely self-supporting and its extension is, therefore, no financial burden to the State. (Scheme No. PH-1.)

A LEPER COLONY

The Public Health Department has started a Leper Colony known as "Shenda Park" about 2 miles outside the City. There is, at present, accommodation for 150 lepers and a plot of 562 acres in which the colony is situated has been reserved for agricultural development by inmate labour. It is hoped that this will contribute largely to the maintenance cost. A full-time Medical Officer who has specialised in leprosy is in charge of the Institution. A beginning has been made in agricultural development by opening up 50 acres of arable land. A dairy with 80 heads of cattle, a model poultry farm, sheep breeding etc. have been started. Smiths, carpenters, tailors, shoemakers, *bidi*-makers, teachers and others are employed in their respective occupations. In addition to free food, clothing, treatment and housing they are paid three annas daily wages, while unskilled inmate labour is paid two annas daily. Accommodation for an additional 200 inmates will be ready before July 1946. There are strong reasons for a further large extension of this colony and the speed of development will depend only upon the rate at which funds become available. (Scheme No. PH-2.)

ANTI-TUBERCULOSIS MEASURES

The problem of tuberculosis has received the closest attention of the Regency Council and after a careful scrutiny of several plans, it was finally decided to concentrate on the preventive aspect by making use of the latest X-ray device, with which it is possible to carry out X-ray examinations on miniature films at a very low cost (Mass Miniature Radiography). With this new method tuberculosis can be detected before the patient shows any outward signs of the disease. If the treatment of such cases is taken in hand at this very earliest stage, complete cures can be achieved within a relatively short space of

time. Such cases do not require sanatorium treatment nor isolation, as they are not yet infectious. The plan includes a cadre of health visitors who will supervise the home treatment of all early cases. As soon as this service is working, all further funds will be directed towards supplying adequate institutional accommodation for advanced cases, but it has been decided that at the moment it is more important to concentrate on early cases, where the prospects of a cure are very good and where far larger numbers can be dealt with than by institutional treatment, for which certain limited facilities already exist. The necessary machinery and equipment has been ordered and the work will be started as soon as they arrive. (Scheme No. PH-3.)

A METEOROLOGICAL OBSERVATORY

Kolhapur State had no Meteorological Observatory and it was, therefore, decided to establish a recognised observatory at Kolhapur. During the current year, the Observatory has been fully equipped and has begun to function. (Scheme No. PH-4.)

THE RE-ORGANISATION OF VITAL STATISTICS

The old method of collecting and compiling Vital Statistics left much to be desired. It was, therefore, decided to overhaul it completely and to place it on a modern footing. Particular attention was paid to the instruction of village officers in preparing their returns and for this purpose, a comprehensive Guide was published and issued to every village officer. Since the 1st of January, 1945, the returns are as complete and as accurate as administrative organisation can make them. (Scheme No. PH-5.)

EPIDEMIC CONTROL

Checking the spread of epidemic disease cannot be effectively handled by separate units, it was, therefore, decided that epidemic control should be centrally managed by the State, and should cease to be a responsibility and a liability of Local Bodies in rural areas. Additional expenditure on actual cholera, plague and malaria control has been incurred to bring these services upto a satisfactory standard. In addition to the present one,

two more anti-epidemic officers and four more Sanitary Inspectors, will have to be appointed. Ten anti-epidemic workers have already been permanently employed. Motor transport, additional spraying equipment etc., has been ordered. The allotment for vaccines, fumigants, spray solvents etc., has been substantially increased. (Scheme No. PH-6.)

RE-ORGANISING THE VACCINATION DEPARTMENT

A complete overhaul and reorganisation of the Vaccination Department preparatory to the State-wide introduction of compulsory vaccination has been carried out. Under the new scheme, only qualified Inspectors of Sanitation and Vaccination are employed and the vaccination staff has been increased from fourteen to twenty-five vaccinators. A new scheme for the assessment of contributions from Local Bodies and Feudatories provides that a flat rate of one rupee per primary vaccination for children below one year, calculated according to the midyear population, is charged. This flat rate includes the cost of re-vaccination and primary vaccination of adults for which no extra charge is made and which at present is almost equal to the number of primary vaccinations below one year. Thereby the burden of the epidemic risk is equitably distributed throughout the State. Circles allotted to individual vaccinators have been recast without regard to administrative, revenue or feudatory boundaries within the State territory. They are based entirely on considerations of geography and population. The working of the scheme has begun from the 1st of January, 1946. (Scheme No. PH-7.)

A PUBLIC HEALTH LABORATORY

In accordance with the recommendations made by the Health Advisory Board of the Government of India, it was decided to establish a Public Health Laboratory. An "Analyser to Government and Officer in charge of Public Health Laboratories" with high qualifications has been appointed. The laboratories are being equipped and will begin to function in May 1946. In these laboratories water and food analysis, chemical and bacteriological studies and nutrition experiments will be con-

ducted. As soon as the laboratories are working the pure food and anti-adulteration laws which already exists will be strictly enforced. (Scheme No. PH-8.)

A NUTRITION OFFICER

It is proposed to appoint a special Nutrition Officer who will be exclusively concerned with diet surveys in various parts of the State, intensive propaganda and the introduction of protective foods on a wide scale. He will control diets at State institutions, hostels, hotels, restaurants etc. and work in close co-operation with the Agricultural and Educational Departments giving them every possible assistance towards growing more vegetables, increasing the supply of milk and in establishing household kitchen gardens. He will also carry out plans for the supply of additional milk and vitamin preparations to school children. (Scheme No. PH-9.)

AN ANTI-VENEREAL DISEASE CAMPAIGN

A separate anti-venereal disease campaign has been planned. This will provide V.D. Clinics in which modern treatment will be given and facilities provided for the scientific diagnosis of cases. This branch will also deal with intensive public instruction on venereal disease. (Scheme No. PH-10.)

ANTI-GUINEAWORM MEASURES

In Kolhapur State about 200 villages are permanently affected by guineaworm. It is proposed to introduce legislation to eliminate step-wells altogether. No new step-wells should be constructed and existing ones changed into draw wells for which subsidies will be made available. It is hoped that five years after this plan comes into effect, guineaworm will be largely eliminated. (Scheme No. PH-11.)

MATERNITY AND CHILD WELFARE

It is proposed to extend the existing facilities for maternal and child welfare and to appoint a special officer in charge of this branch. (Scheme No. PH-12.)

HEALTH EDUCATION

It is proposed to establish permanent Mobile Propaganda Units equipped with talkie projectors, microphones and health exhibition material. It is considered essential that a lady health visitor, trained in maternity and child welfare, should be attached to these units. Demonstrations, exhibitions etc., will be arranged in Bazaar Centres, Fairs etc., throughout the State. The Units will also participate in a large annual "Health and Hygiene Exhibition" to be held at Kolhapur. This exhibition will be an extension of the previously held "Baby and Health Weeks". (Scheme No. PH-13.)

OTHER SCHEMES

The Director of Public Health has recommended certain schemes for counteracting the effects of mal-nutrition. They are:—

- (a) The establishment of a Protective Food Factory on a non-profit basis under the direct control of the State. (Scheme No. PH-14.)
- (b) The purchase of edible groundnut flour prepared by local oil mills strictly in accordance with the instructions issued by the Kolhapur Public Health Department and its sale to the public at cost price. (Scheme No. PH-15.)
- (c) The purchase of a "Mechanical Cow", a machine with which separated milk powder can, with the addition of oil, be reconstituted into ordinary milk and the free distribution of such reconstituted milk to all school children in the City. (Scheme No. PH-16.)

Scheme (a) is under consideration, schemes (b) and (c) have been sanctioned.

THE MEDICAL EXAMINATION OF SCHOOL CHILDREN

The Public Health Department has prepared a scheme for the medical examination of all school children in Kolhapur State by a cadre of full-time School Medical Officers. The scheme has

been sanctioned and will be started in June 1946. (Scheme No. PH-17.)

THE FINANCIAL IMPLICATION

When all these schemes (except the establishment of a Protective Food Factory) are executed the total non-recurring expenditure may come to Rs. 10,00,000 and the recurring expenditure of the Department may reach Rs. 3,00,000. Some of these schemes will yield a return estimated at Rs. 1,00,000 including the vaccination contribution from local bodies and feudatories. If this is deducted the net expenditure will be about Rs. 2,00,000 per annum. It will be agreed that this is a moderate estimate and, if anything, errs on the side of under-spending in view of the immense importance of the problems dealt with.

CHAPTER XVIII

PUBLIC WORKS

A study of the Public Works undertaken or proposed to be undertaken in the State can best be made under the following heads:—

- (a) The Radhanagari Scheme.
- (b) The Emergency Irrigation Scheme.
- (c) Irrigation Works.
- (d) Roads.
- (e) Buildings.
- (f) Electric Power.

Details about Irrigation Works are given in the chapter on Agriculture and those regarding Electric Power are given in the chapter on Commerce and Industries. The question of buildings has been dealt with under each Department concerned. In this chapter, therefore, it is proposed to discuss only the following schemes:—

- (1) The Radhanagari Scheme.
- (2) The Emergency Irrigation Scheme.
- (3) Roads.

THE RADHANAGARI SCHEME

During the reign of His late Highness Shri Shahu Chhatrapati Maharaj a masonry dam on the river Bhogavati was taken up for construction. The site is situated near the town of Radhanagari, about 32 miles from Kolhapur, and from 1908 to 1917 the dam was raised to a height of about 40 feet from the bed of the river. The work was then suspended and was, for various reasons, not taken up again till 1939. The dam, as originally designed, was meant to provide water for irrigation by canals, but on investigation the construction of a suitable canal was found to be very costly and proposals were made to

develop a Hydro-Electric Scheme by dropping the stored water into the Konkan. This scheme also was not favoured because it was too costly and also because it would deprive the State of the water that was badly needed for irrigation. Eventually a combined scheme of power generation and irrigation was evolved and was linked to the Kolhapur Water-Supply Scheme. This is the present scheme under construction, which has been termed the "Radhanagari Hydro-Electric cum Irrigation cum Kolhapur Water-Supply Scheme". The scheme comprises the following:—

- (a) Raising the existing dam to 127 feet above the river bed.
- (b) Generating electric energy at the foot of the dam and transmitting it to Kolhapur.
- (c) Utilising the tail waters for irrigation on both banks of the river by maintaining a regular discharge into the river during the dry months.
- (d) Providing cheap electric power for pumping for irrigation and for water-supply, city drainage, domestic and industrial use at Kolhapur.
- (e) Providing an ample water supply at 40 gallons per head per day in place of 10 to 12 gallons, as at present, to the population of Kolhapur City which has, during the last fifty years, increased from 40,000 to 1,00,000.

The scheme is expected to cost about Rs. 150 lakhs and to be complete by about 1951. (Scheme No. PW-1.)

THE EMERGENCY IRRIGATION SCHEME

In food grains, Kolhapur is a deficit State and requires imported food supplies to a very large extent. Owing to the present conditions import has become very difficult, it is therefore necessary to take steps to increase the production of food in the State itself. The Government of India also suggest the undertaking of Emergency Schemes for greater food-production and have promised help by way of priorities and licences for securing all the plant and machinery required. Accordingly, at

the request of the State, Sir William Stampe, Irrigation Adviser to the Government of India, paid a visit to Kolhapur in March, 1944, and in consultation with him a scheme for providing irrigation to the area from Kolhapur to Shirol was prepared by the Chief Engineer. This has since been sanctioned by the Government of India. The Scheme is already under execution and may be described as follows:—

- (a) Masonry weirs for storing water to be constructed on the Panchganga River at suitable places; two of these are already in hand.
- (b) Electrically driven pumping sets to be erected on the banks of the river and water to be pumped through Hume-pipes, pumping mains, and pogar lines of suitable design.
- (c) A transmission line for the supply of electric energy to these pumps to be laid from Kolhapur to Shirol with suitable branch lines.
- (d) A power-house with three diesel electric generating sets of 440 H.P./270 K.W. capacity each to be erected at Kolhapur.
- (e) The irrigation arrangements as proposed would supply water for 10,000 acres of which 1,000 acres would be under sugarcane and 9,000 under food-crops.

The Scheme is estimated to cost Rs. 26 lakhs and is expected to be completed by December 1946. (Scheme No. PW-2.)

ROADS

Kolhapur State is not at present well served by roads and the existing lines of communication are quite inadequate for the needs of the people. The existing roads may be summarised as follows:—

Name	Mileage	Number of villages on the roadside	Total population of villages on the roadside
All-weather roads ...	397	111	1,90,352
Fair-weather roads ...	113	38	54,753
Village roads ...	24	10	12,450
Total ...	534	159	2,57,555

It will be seen from this statement that about 75 per cent. of the population has no road facilities and that only 159 villages out of 1,047 have roads. The Regency Council have, therefore, drawn up a comprehensive programme of road development in the State. It may be summarised as follows:—

- (a) Improving and modernising existing provincial roads. (Scheme No. PW-3.)
- (b) Improving and modernising existing major district roads. (Scheme No. PW-4.)
- (c) Improving and modernising existing minor district roads. (Scheme No. PW-5.)
- (d) Improving and modernising existing village roads. (Scheme No. PW-6.)
- (e) Constructing new major district roads. (Scheme No. PW-7.)
- (f) Constructing new minor district roads. (Scheme No. PW-8.)
- (g) Constructing new village roads. (Scheme No. PW-9.)

When this plan is executed, every village in the State will have a road and the total mileage of roads will then be as follows:—

Name	Existing length of roads	Proposed length of roads	Total
Provincial roads	... 177	—	177
Major District roads	... 225	296	521
Minor District roads	... 61	215	276
Village roads	... 24	432	456
Total	... 487	943	1,430

This excludes 47 miles of roads which are at present maintained by the Government of Bombay, the District Local Board, Belgaum, and Ramdurg State.

THE FINANCIAL IMPLICATION

1. Modernising existing roads:—

	Rs.
177 miles of Provincial Roads (at Rs. 50,000 per mile) ...	88,50,000
225 miles of Major District Roads (at Rs. 30,000 per mile) ...	67,50,000
61 miles of Minor District Roads (at Rs. 10,500 per mile) ...	6,40,500
24 miles of Village Roads (at Rs. 5,000 per mile) ...	1,20,000
Total for existing roads ...	1,63,60,500

2. Building new roads:—

296 miles of Major District Roads (at Rs. 40,000 per mile) ...	1,18,40,000
215 miles of Minor District Roads (at Rs. 20,000 per mile) ...	43,00,000
432 miles of Village Roads (at Rs. 7,000 per mile) ...	30,24,000
Total for new roads ...	1,91,64,000
Grand Total ...	3,55,24,500

It will be possible to economise by reducing the standards adopted and by using village labour for the construction of village roads.

It is estimated that the upkeep of these roads will cost about Rs. 6,00,000 per annum based on the following assumption:—

	Cost of maintenance per mile per annum
	Rs.
Provincial Roads	... 600
Major District Roads	... 600
Minor District Roads	... 300
Village Roads	... 150

CHAPTER XIX

POLICE DEPARTMENT

As in case of the Judiciary, the reform of the Police Department was one of the earliest and most important schemes undertaken by the Regency Council. A good deal of work has already been done. The strength of the force has been increased, a number of officers have been trained, buildings for police lines have been provided, the scales of pay have been substantially revised and the general efficiency of the Department considerably improved.

SCHEMES

For purposes of the Development Plan it has been decided to include the following schemes of the Police Department:—

- (a) A non-recurring grant-in-aid to the Widows' Fund. (Scheme No. PL-1.)
- (b) The construction of police lines and officers' quarters. (Scheme No. PL-2.)
- (c) The special training of subordinate police officers. (Scheme No. PL-3.)

THE FINANCIAL IMPLICATION

The detailed proposals for the last scheme have yet to be worked out. The first two schemes will require a non-recurring expenditure of Rs. 5,00,000 for which provision has been made in the Development Plan.

CHAPTER XX

REVENUE AND REGISTRATION

The Revenue Department is one of the oldest and best organised departments of the State. Consequently, it needs only a few reforms. The following proposals of the Chief Revenue Officer have been included as schemes in the Development Plan:—

- (a) Constructing Chawdis in all villages. This has already been provided for in the schemes of the Development Department.
- (b) Introduction of the Photo-Registry System. (Scheme No. RV-1.)
- (c) Codification of the Inam Law. (Scheme No. RV-2.)
- (d) Building quarters for Mamlatdars and Mahalkaris. (Scheme No. RV-3.)
- (e) Special repairs and extensions to offices of the Revenue Department in the mofussil. (Scheme No. RV-4.)
- (f) Non-recurring expenditure for furniture, books etc. (Scheme No. RV-5.)

THE FINANCIAL IMPLICATION

The cost of above schemes is estimated to be Rs. 2,00,000 non-recurring excluding the cost of the photo-registry scheme. It has not yet been possible to work out the financial details of these schemes but as they will be self-supporting no provision on this account has been made in the Development Plan.

CHAPTER XXI

THE KOLHAPUR STATE FORCES

The Kolhapur State Forces consist of the Head Quarters Kolhapur State Forces, the Rajaram Rifles and the 50 (k) G.P.T. Company Overseas, which are Regular and the Red Risala, the Topkhana and the Lashkar Phad which are Irregular.

THE RAJARAM RIFLES

The present over-all strength of Head Quarters, Kolhapur State Forces, and the Rajaram Rifles is 815 and the total annual expenditure is 5 lakhs. As the 50 (k) G.P.T. Company is under the services of the Crown all expenditure on its account is borne by the Government of India. The peace-establishment of the Rajaram Rifles has not yet been finally decided. No statement on the future recurring expenditure can, therefore, be made. It will be included in the next edition of the Development Plan.

The following schemes regarding the Rajaram Rifles have been administratively approved by the Regency Council:—

- (a) Building an S.O's. Mess. (Scheme No. SF-1.)
- (b) Construction of S.O's. married quarters. (Scheme No. SF-2.)
- (c) Family quarters for I.O's. and other ranks. (Scheme No. SF-3.)
- (d) Maintaining a combined Military Hospital for State Forces and the Police. (Scheme No. SF-4.)

THE RED RISALA, TOPKHANA AND LASHKAR PHAD

These forces are a survival from feudal times and are at present maintained as Army-Irregular. The Red Risala has a strength of one hundred men and forty horses and the annual recurring expenditure is about Rs. 1,00,000 which includes the

cost of the Topkhana. Even in the form in which the Red Risala is at present maintained it will be necessary to construct two S.O's. quarters (Scheme No. FS-5), four I.O's. quarters (Scheme No. FS-6) and family quarters for privates (Scheme No. FS-7).

The Lashkar Phad has a strength of one hundred men and costs Rs. 15,000 annually. Its personnel is necessary for State ceremonial and provides civil guards, leave reserves for peons working in State departments, night-guards etc.

THE FINANCIAL IMPLICATION

The following table shows the financial implication of all these proposals. It is all non-recurring:—

No. of the Scheme	Name of the Scheme	Non-recurring Expenditure in thousands of Rs.
SF-1	A Mess for S.Os. ...	100
SF-2	Married Quarters for S.Os. ...	325
SF-3	Family Quarters for I.Os. and other ranks ...	675
SF-4	A combined Military and Police Hospital ...	300
SF-5	Quarters for S.Os. of the Red Risala ...	50
SF-6	Quarters for I.Os. of the Red Risala ...	12
SF-7	Family Quarters for the Red Risala ...	138
	Total ...	1,600

- (c) A Gaothan Survey of all villages where Village Panchayats have been established. (Scheme No. SS-8.)

CHAPTER XXII

SURVEY AND SETTLEMENT

HISTORY

It was Mr. G. S. A. Anderson, Political Agent at Kolhapur, who introduced Survey and Settlement on modern lines in Kolhapur State. He began his revenue survey in 1867 and completed it in 1885. The tracts which were first covered in the revenue survey became ready for fresh settlement in 1898 after the guaranteed period of thirty years had expired. A new revenue survey was, therefore, undertaken and carried out by the Survey Department of the Government of Bombay between 1898 and 1906.

A Survey and Settlement Department was started in the State in 1928. At first, the staff of the Department consisted of the Survey and Settlement Officer, two Nimtandars and thirteen Surveyors only. But as the work of the Department grew, the number of Surveyors had to be increased to thirty-one in 1930, fifty-five in 1933 and to sixty-six in 1938. A City Survey was undertaken in Kolhapur in 1936 and finished in 1939. Later the towns of Vadgaon and Gadhinglaj were also city-surveyed.

SCHEMES

The following schemes of the Survey and Settlement Department have been included in the Development Plan:—

- (a) An office building for the Survey and Settlement Department. (Scheme No. SS-1.)
- (b) City Surveys of the towns Ichalkaranji, Kagal, Murgud, Kapshi and Malkapur. (Schemes Nos. SS-2 to 7.)

THE FINANCIAL IMPLICATION

A non-recurring provision of Rs. 5,00,000 has been made in the Development Plan for these schemes.

CHAPTER XXIII

THE VETERINARY DEPARTMENT AND LIVE-STOCK IMPROVEMENT

HISTORY

The history of the Veterinary Department goes as far back as 1883 when a Horse and Cattle Show was held at Chinchali. This Show continued to be held annually and created an interest in the improvement of live-stock. A Veterinary Dispensary was started at Kolhapur in 1891-92 and remained the only dispensary in the State till 1927 when the Panjrapol Association of Shahupuri started the Vijayamala Free Veterinary Hospital at Kolhapur. In the same year, the Ilakha Panchayat was established and started two new veterinary dispensaries in the mofussil, one at Gadhinglaj and the other at Jaysingpur. In 1942, the total expenditure on veterinary relief in Kolhapur State was Rs. 17,500 out of which Rs. 3,500 were spent by Government and Rs. 14,000 by the Ilakha Panchayat. Between 1941 and 1945 a number of reforms were carried out. Dr. H. N. Ghatge, an ex-Veterinary Officer of the State, made a careful study of the position and submitted two detailed reports to Government. The Regency Council also invited Dr. E. S. Farbrother, the Director of Veterinary Services, Bombay Province, to advise them. As a result of the recommendations made by these officers, Government abolished the dual control in the Veterinary Department, relieved the Ilakha Panchayat of all its veterinary responsibilities and started a Government Veterinary Department on the 1st of June, 1944. The veterinary staff of the Ilakha Panchayat and its two dispensaries were taken over and additional staff was appointed. Since then two new veterinary dispensaries have been opened—one at Bambavde and the other at Gargoti. While in 1942 Government paid only Rs. 3,500 for veterinary relief, this expenditure has now risen to Rs. 65,000 per annum.

THE SCHEMES OF THE VETERINARY DEPARTMENT

The following schemes of the Veterinary Department have been included in the Development Plan:—

- (a) To organise a Central Veterinary Hospital with a Pathological Laboratory at Kolhapur. (Scheme No. VL-1.)
- (b) To extend the system of Veterinary Dispensaries in such a way that every village in the State, including Jaghirs, will have a veterinary dispensary within ten miles. On this basis fifteen dispensaries will be needed. (Scheme No. VL-2.)
- (c) On lines similar to the Rural Sub-Dispensaries which have been started by the Public Health Department, Veterinary Sub-Dispensaries will be opened for the treatment of cattle diseases. There will be thirty such centres so that each Veterinary Dispensary will have two Sub-Dispensaries under its control. This programme will be carried out in three stages in the first of which only ten Sub-Dispensaries will be opened and run as an experiment. The scheme will be revised as experience is gained and then extended to the remaining centres in two stages of five years each. (Scheme No. VL-3.)
- (d) One new veterinary dispensary building will be constructed every year. (Scheme No. VL-4.)

THE IMPROVEMENT OF LIVE-STOCK

It has been decided to widen the functions of the Veterinary Department by including all activities connected with the improvement of live-stock. The following schemes have been approved:—

- (a) To conduct a Model Cattle Breeding Farm under the direct control of the State. Government are already breeding cattle, though not on strictly scientific lines, at Raibag. Trained personnel will now be appointed to run this farm properly with the

- object of supplying good cows and bulls to the farmers of Kolhapur. (Scheme No. VL-5.)
- (b) A Sheep Breeding Farm will be developed at Rai-bag. (Scheme No. VL-6.)
- (c) It is proposed to improve cattle by a system of grading. Certain areas will be selected, in each area, the farmers will be given a number of good cows and sufficient stud bulls. As soon as this is done all the bulls in the selected areas which are considered unfit for breeding will be compulsorily castrated. An Act empowering Government to do this has recently been passed. It is hoped that these measures, when extended over the State as a whole, will greatly improve the quality of the cattle within a few years. (Scheme No. VL-7.)
- (d) In a similar manner it is proposed to improve the breed of buffaloes in the State. (Scheme No. VL-8.)
- (e) High quality cattle is already being bred in the eastern part of the State. To further encourage this the State organises an annual Cattle Show at Chinchali with the co-operation of the All-India Cattle Show Committee and the Deccan States. It is proposed to extend this show and to organise similar shows in other parts of the State. (Scheme No. VL-9.)
- (f) It is proposed to organise a Model Dairy under the direct control of the State. (Scheme No. VL-10.)
- (g) Assistance will be given to private dairies in the form of grants of land etc. (Scheme No. VL-11.)
- (h) The construction of twenty-four tick-dip tanks has been approved. (Scheme No. VL-12.)
- (i) A proposal to investigate the possibilities of developing Fresh Water Fisheries in the State has been sanctioned. (Scheme No. VL-13.)

- (j) An Officer of the State has been specially deputed to undergo training in the Fresh Water Fisheries Course conducted by the Calcutta University. (Scheme No. VL-14.)
- (k) It has been decided to undertake a programme of raising more fish in the tanks and rivers of the State. (Scheme No. VL-15.)

THE FINANCIAL IMPLICATION

The following table gives the financial implication of all these schemes:—

No. of the Scheme	Name of the Scheme	Cost in thousands of Rs.	
		Non-recurring	Recurring
VL-1	A Central Veterinary Hospital	200	12
VL-2	New Veterinary Dispensaries	—	105
VL-3	Veterinary Sub-Dispensaries	15	15
VL-4	Buildings for Dispensaries	750	—
VL-5	A Cattle Breeding Farm	100	25
VL-6	A Sheep Breeding Farm	44	5
VL-7	Grading Cattle	300	10
VL-8	Grading Buffaloes	100	5
VL-9	Cattle Shows	—	3
VL-10	A Model Dairy	100	—
VL-11	Assistance to Private Dairies	—	—
VL-12	Constructing 24 Tick-Dip Tanks	50	5
VL-13	The Study of Fresh Water Fisheries	4	—
VL-14	Training in Fresh Water Fisheries...	2.5	—
VL-15	Raising Fish	—	5
VL-16	Office Establishment	—	10
Total		1,665.5	200

CHAPTER XXIV

FINANCE

A brief outline of the schemes approved by Government has been given in the foregoing twenty-one chapters. It is now necessary to study the financial implication of all these schemes together. This is shown in the following table:—

Name of the Department	Number of Schemes approved	Total non-recurring Expenditure in thousands of Rs.
Surveys ...	10	100
General Administration ...	9	3,550
Agriculture and Co-operation ...	60	20,000
Commerce and Industries ...	33	1,500
Development ...	30	15,000
Education ...	70	10,610
Excise ...	6	120
Forests ...	9	2,000
Jails ...	6	1,600
Administration of Justice ...	6	200
Marketing ...	13	1,000
Medical ...	9	3,600
Printing and Stationery ...	7	600
Publicity ...	7	30
Public Health ...	17	1,000
Public Works ...	9	53,124.5
Police ...	3	500
Revenue and Registration ...	5	200
State Forces ...	7	1,600
Survey and Settlement ...	8	500
Veterinary ...	16	1,665.5
Reserve against schemes for which the financial implications have not yet been worked out ...	—	1,500
Total ...	340	1,20,000.0

THE FINANCIAL RESOURCES

Can all this money be raised? That is the most important question connected with this Plan and it is upon an answer to this question that the success of the Development Plan will ultimately depend. Obviously the answer to this question has a speculative character because it will be based upon personal views on how things will shape during the next fifteen years. It is, therefore, not possible to expect any unanimity of opinion on this question nor is it surprising that a number of opinions have already been expressed. Estimates of available resources range from a minimum of seven crores to a maximum of seventeen crores. The figure of twelve crores on which this Plan is based may be taken to be a sound average of these estimates.

Appendix I gives the figures of the revenue of the State for all years beginning from the financial year 1941-42. The figures up to and inclusive 1944-45 are those of actuals, while the figures for 1945-46 are based upon the revised budget estimates. It will be seen from this Appendix that the Regency Council will be justified in placing the average revenue of the State at 120 lakhs per annum for the next fifteen years. The basic expenditure of the State has been placed at 80 lakhs. Thus, 40 lakhs should be available every year as a revenue surplus. If this is accepted the twelve crores required for this Development Plan can be raised as follows:—

Reserves and cash balance ...	2 crores
Revenue surpluses during the next fifteen years covered by the Plan ...	6 „
Local revenues and contributions ...	1 „
Loans for productive works ...	3 „
Total ...	12 crores

As against this calculation, which has been adopted by the Regency Council as the basis of the Development Plan, two other extreme views may be mentioned. The first which may

be considered to be the lowest estimate so far advanced puts the revenues of the State at only one hundred lakhs per annum and the basic expenditure at eighty lakhs. According to this view, therefore, the revenue surplus available for the Development Plan will only be twenty lakhs per annum. This estimate makes only seven crores available for development and is calculated as follows:—

Reserves and cash balances	...	2 crores
Revenue surpluses during the next fifteen years	... ..	3 ..
Local revenues and contributions...	...	0.5 ..
Loans	... ..	1.5 ..
Total		... 7 crores

On the other hand there is a view which considers that twelve crores are not enough for achieving full development. It assumes that the revenue will increase and that it may be put at 140 lakhs per annum. According to this view, no Development Plan in India can be financed without tapping new sources of taxation and Kolhapur will have to take recourse to this idea if a comprehensive Development Plan is to be fully financed. It is argued that it would be incorrect to assume that no additional sources of taxation will be available and that the revenue assumed to be available for Development must be put at 20% more than what would appear justified by the existing sources of taxation only. On this basis, it is argued that seventeen crores, made up as follows, will be available:—

Reserves and cash balances	...	2 crores
Revenue surpluses during the next fifteen years	... ..	9 ..
Local revenue and contributions	...	2 ..
Loans	... ..	4 ..
Total		... 17 crores

THE METHOD OF PLANNING

As it would serve no useful purpose to argue on the merits or demerits of these various views and as time alone can show which of them proves to be the more accurate, the Regency Council have decided to adopt a concentric method of planning. A complete and homogeneous plan will be prepared for seven crores. A second, larger but still homogeneous, plan will be drawn up to fit twelve crores and finally there will be a third and still larger plan to utilise seventeen crores. This type of planning will make it possible to execute a complete and homogeneous plan even if the most pessimistic expectations come true. The Plan can be made to fit the resources actually available by

- (a) excluding altogether certain schemes which are less urgent or less important;
- (b) reducing the scale of execution. For instance, in the twelve crore plan fifteen veterinary dispensaries have been provided; in the seven crore plan this number would have to be reduced and similar reductions made in other schemes;
- (c) In the case of some schemes the scheme itself can be altered so as to make it cheaper. For instance in the Rural Development Scheme the number of items to be taken up in every village can be reduced by dropping the less important ones.

A detailed statement showing the manner in which all the 340 schemes of this Plan can be made to fit into the minimum, the maximum and the officially accepted estimates will be found in Appendix II.

PRECAUTIONS TO BE TAKEN

It will be seen from these discussions that the sums available for the Development Plan will depend upon two factors. The maintenance of revenues at 120 lakhs per annum and the maintenance of basic expenditure at 80 lakhs per annum. It is, therefore, of utmost importance to see that these fundamental assumptions

are preserved throughout the period covered by the Plan. To do this it has been decided to adopt the following measures:—

- (a) Every care will be taken to see that the full revenue is realised from the existing sources of taxation. The Heads of Departments concerned will be required to exercise the greatest vigilance to see that assessment and collection of taxes is done systematically and rigorously.
- (b) The possibilities of new taxation will be explored. Care will be taken to see that the taxation level in the State is maintained at the same point as in the neighbouring British Indian Provinces. Fresh sources of taxation will be tapped to compensate for any decrease in revenues below the assumed level.
- (c) The Budget of the State will be divided into two parts. The first part will be called the *basic budget* and it will be strictly limited to 80 lakhs recurring. Utmost care will be taken to see that no recurring liabilities are added to this basic budget for five years. Thereafter, some increase will be permitted, but the maximum basic budget will be limited to 90 lakhs until the end of the Development Plan. This is, of course, based on the assumption that in 1960 price levels will be the same as they are today. The other part will be called the *Development Budget* and will include all expenditure incurred from the amount provided for the purpose of this Plan.

It is hoped that the rigid observance of the above principles will ensure that the finances necessary for the Plan will become available.

One more point needs to be answered. It is argued that there may be a slump in prices after a few years and that, in the period of this slump, it will not be possible to maintain the revenues of the State at 120 lakhs. Such a slump did occur after the last war and may occur again, but the Regency Council

do not think that this would materially upset the Plan. Though a slump would reduce the revenues of the State it would also reduce the expenditure on the schemes for which all estimates have been based on the price levels at present prevailing.

CHAPTER XXV

PRIORITIES

A Development Plan must arrange the priorities of its schemes. There are two kinds of priority. Priority of the first order and priority of the second order. The first order is for the priority of groups of schemes. For example it will weigh the priority between irrigation works in general and roads in general. The second order will fix the priority of individual schemes within a group. For instance it will allot priority to one of several irrigation schemes or the order in which individual road schemes are to be executed.

PRIORITIES OF THE FIRST ORDER

The following general principles have been approved by the Regency Council for fixing priorities for the major heads of the Development Plan:—

- (a) All schemes which are self-supporting will be given first priority and undertaken without delay.
- (b) All schemes which are largely self-supporting and throw only a slight burden on the State revenue will be given a high priority. As these schemes depend upon public support they should be taken up when ready without reference to a fixed schedule. For example, if a handsome donation for the construction of a certain school building is available, the work should be taken up in spite of the fact that it may be lower down in the approved list.
- (c) All surveys and investigations which are an essential preliminary to proper planning and execution should be given a high priority and taken up immediately or as soon as trained staff becomes available.

- (d) All productive schemes which will bring additional revenue to the State or increase the income of the people should be given a high priority and taken up in the first phase of the Plan.
- (e) All schemes to improve the efficiency of administration should be accorded a high priority and included in the first phase of the Plan because it is on this efficiency alone that the successful execution of the second and third phases of the Plan will depend.
- (f) All schemes to educate public opinion, such as the Publicity Department should be given a high priority and taken up in the first phase of the Plan. This is necessary because it is so essential to secure the sympathy and co-operation from the public without which this Plan cannot be executed.
- (g) All indirectly productive schemes such as those concerning Education, Public Health and Medical Relief should be given the next priority.
- (h) All other schemes not covered by any of these principles will follow.

Schemes covered by principles (a) and (b) are few and throw little or no burden on the State revenues. The high priority accorded to them will not, therefore, be objected to. Schemes covered by principles (c), (e) and (f) are also few and their total cost is small compared with the cost of the Plan as a whole. They can, therefore, be taken up in the very beginning. By far the largest expenditure is required for the schemes covered by (d), (g) and (h). In their case it is absolutely essential to observe strictly the order of priority outlined above.

PRIORITIES OF THE SECOND ORDER

It is impossible to lay down general principles for the priority of all schemes included under the major heads, each must be governed by its own principles. For example, the principles applying to the priority of schemes under Education will be arranged so as to give the building of the Rajaram

College priority over all other items. Primary education is less developed than secondary and collegiate education, it will, therefore, have priority over them. Secondary education is well developed in the City but not so in the mofussil. The development of secondary education in the mofussil will, therefore, have priority over secondary education in the City. Vocational education, having so far received hardly any attention at all, will be given a high priority. In the case of roads, those leading to places where weekly bazaars are held, industrial centres, or places where industries are likely to be developed will have priority. Roads connecting important towns will have priority over roads which merely serve the purpose of shortening a given distance. Again, an entirely different set of principles will have to be fixed for determining the priority of village water-supply projects.

The Regency Council is, therefore, in direct consultation with the Head of each Department, studying these problems in detail and is preparing a priority programme for each Department. These lists will be published shortly.

CHAPTER XXVI

ANNUAL PROGRAMMES OF DEVELOPMENT

Having fixed the order of priority it becomes necessary to prepare a time-schedule for all the various schemes. It is not possible, nor even necessary, to draw up a detailed schedule for the whole period of fifteen years covered by the Plan. It has, therefore, been decided to issue annual programmes of development based on the priority lists and the funds which become available from year to year. Those programmes which each Department will undertake during the financial year will be published with the budget for that year. An annual report on the progress of development works will be published within three months of the close of every financial year and give a complete picture of the development actually carried out from year to year. While preparing the yearly programmes the following principles will be adopted:—

- (a) The development of rural areas will have a larger claim on State revenues than development schemes for the City.
- (b) About two-thirds of the funds available will be allotted to productive schemes.
- (c) Indirectly productive schemes will come next and will, together with the directly productive schemes, be allotted 90% of the available funds.
- (d) Other schemes will be restricted to the remaining 10%.
- (e) The programmes will be arranged in such a way that development works will, as far as possible, be evenly distributed throughout the State territory.
- (f) Programmes will be so co-ordinated as to avoid inter-departmental competition and an undue strain on material, technical personnel and labour.

A detailed statement showing the agencies that will be employed for the execution of each scheme included in this Development Plan is given in Appendix III.

CHAPTER XXVII

METHODS OF EXECUTION

This Development Plan requires three agencies for its execution, Government Departments, Local Self-Government Institutions and non-official organisations including individual enterprise. Some schemes will be handled exclusively by Government, some are entirely allotted to Local Self-Government while others are left wholly to non-official organisations. Some schemes are entrusted to Local Bodies who may or may not avail themselves of public contributions while Government will merely give some financial assistance and exercise general supervision. Some schemes are left to private enterprise or non-official organisations subject to control and assistance either by Local Bodies or by Government or by both. Thus in many schemes all these agencies will work together.

Some examples may be given. For instance, the schemes for improvement in general administration, providing medical relief and collecting statistical data have been reserved for Government. Schemes for local sanitation, the improvement of roads within a village or a town fall to Local Bodies. Schemes regarding social problems, the eradication of undesirable customs or superstitions etc., have been left mainly to non-official effort. Schemes such as those of constructing primary school building have been generally left to Local Bodies but these may accept contributions from the public and will receive grants-in-aid from the State Treasury. Schemes such as starting an Arts School or secondary schools in the mofussil have been left mainly to private enterprise, but here too Government will give all possible encouragement and Local Bodies will be expected to do the same. Lastly, the Physical Education Scheme is an example where Government, Local Bodies and non-official organisations will work together.

CHAPTER XXVIII

CONCLUSION

Such is the broad outline of the Fifteen Year Plan of Development which has been approved by the Regency Council. In this concluding chapter it is proposed to discuss the machinery that will be set up for assessing the results of the schemes included in the Plan and the manner in which changes will be made to adapt the Plan to any unforeseen situations which may arise.

THE DEVELOPMENT BOARD

In order to acquaint the public with the schemes included in the Development Plan and with their progress as also to ascertain public opinion regarding the execution of the Plan, it has been decided to constitute a "Development Board for the Kolhapur State". This Board will come into existence from the 1st of June, 1946, and will be constituted as follows:—

- (1) The Development Minister as *ex-officio President*.
- (2) The Director of Agriculture and Registrar of Co-operative Societies.
- (3) The Director of Commerce and Industries.
- (4) The Director of Rural Development.
- (5) The Shikshanadhikari.
- (6) The Conservator of Forests.
- (7) The Sarsubha.
- (8) The Chief Veterinary Officer.
- (9) The Marketing Officer.
- (10) The Chief Medical Officer.
- (11) The Director of Public Health.
- (12) The Chief Engineer.
- (13) The Superintending Engineer (still to be appointed).
- (14) The Public Relations Officer.

- (15) The Financial Secretary.
- (16) The President of the Ilakha Panchayat.
- (17) The President of the Kolhapur Municipal Borough.
- (18) The President of the Ichalkaranji Municipality.
- (19) A Representative of all other Municipalities in the State.
- (20) A Representative of the Village Panchayats in the State.
- (21) to (25) Five members of the Kolhapur Legislative Assembly elected by the non-official members of the Assembly.
- (26) A Representative of the Kolhapur Journalists Association.
- (27) & (28) Two Representatives of the Mercantile Community.
- (29) One Representative of Labour.
- (30) to (38) One Representative of each of the nine Jaghirs.
- (39) to (48) One Representative of each Peta and Mahal.
- (49) A Representative of the Market Committee, Kolhapur.
- (50) The Development Secretary as *ex-officio Secretary*.

The representatives of these various interests will be selected by election, by consultation with the institutions concerned or by nomination as Government may decide in each case. This Board will meet at least twice a year and will advise Government on any changes that may appear necessary as the Plan develops or on changes in the method of executing the Plan. It will be the duty of the Development Secretary to prepare and place before the Board the following papers:—

- (1) A programme of work undertaken during each year.
- (2) A six-monthly progress report on schemes that have been taken up.
- (3) An annual statement of the expenditure incurred on the Development Plan.
- (4) Copies of all publications connected with the Development Plan that may be issued by Government from time to time.

TECHNICAL ADVISORY COMMITTEES

In addition to the Development Board small advisory committees on technical matters will be set up and deal with such subjects as the development of land, water and forests; the development of commerce and industry; the development of education; the development of local self-government and co-operation. The Regency Council will decide how these committees are to be constituted but they will ordinarily consist of experts.

THE DEVELOPMENT SECRETARIAT

A small special section will be established in the office of the Development Secretary to watch over the progress of the Development Plan and will consist of a junior secretary, one assistant superintendent, two graduate clerks and two peons. One file will be opened for each scheme included or proposed to be included in the Development Plan and will be maintained for the whole period of the Plan or until the scheme is abandoned. All correspondence regarding the scheme, including modifications, work turned out, expenditure incurred etc., will be kept on that file. This will make it possible to ascertain at a moment's notice the stage which any given scheme has reached.

This section will call for six-monthly reports from each Department on the schemes that have been undertaken and will therefrom prepare the consolidated report for submission to the Development Board. It will also issue the annual progress report and the statement of development expenditure. Finally it will publish important news regarding the Development Plan in the *Kolhapur Samachar*.

THE ELASTICITY OF THE PLAN

A plan necessarily implies a certain amount of rigidity and assumes that the main structure set up in the beginning will be adhered to as closely as possible in the years that follow. But this does not mean walking blind-folded along a pre-determined path. Every planner will realise that no plan can be worked in this way and that changes will be inevitable because circumstances

change and unforeseen difficulties are bound to arise and because there is a continual advance in human knowledge which will reveal newer and cheaper ways of dealing with the problems involved. Even the best of plans, therefore, will have to maintain a certain amount of elasticity to suit these changing conditions. This Plan is obviously based on as yet imperfect and inadequate data and we must be prepared for such alterations as increasing knowledge and experience suggests. While Government will try to follow the Plan in its present form as closely as possible they will always be ready to admit new ideas. When such changes in the Plan become necessary, very prompt measures will have to be taken and the Regency Council hope that the machinery described in the preceding paragraphs will make it possible to do this smoothly and quickly.

THE SPIRIT IN WHICH THE PLAN IS TO BE APPROACHED

If this Plan is to be successfully executed Government servants, members and servants of Local Bodies and, in fact, the general public must approach it in the right spirit. The Regency Council expect all Government officers to have faith in the "Greater Kolhapur" that is to come, to become deeply absorbed in the role allotted to them, to put their whole energy and enthusiasm into the efficient and punctual execution of the Plan and above all to be scrupulously honest. They are also expected to work as a team, each officer gladly rendering his colleagues all the help and assistance he can. Every Government officer should deem it a privilege to be called upon to participate in the execution of this Development Plan and should try to play his part with utmost devotion, efficiency and honesty. The same spirit should pervade all members and servants of Local Bodies. They too are servants of the public and their responsibilities are in no way less than those of Government servants. The Regency Council expect that all of them will fight this war of development with the same enthusiasm and integrity with which a Government servant is expected to work.

Lastly a few words must be said on how the public should approach this Plan. In some quarters there prevails a belief that

in the post-war world there will be the dawn of a golden age and that prosperity can be achieved with little exertion. Such a belief can only be encouraged with considerable modifications. Planning for a better and happier future implies control and the public must learn to appreciate the necessity of such controls and must try to co-operate with Government as fully as possible. Planning also implies the re-modelling of an old order that has ceased to be serviceable. Such re-modelling is bound to conflict with old traditions, with ancient customs and sometimes with group interests. The public must be prepared for these conflicts because it is through them that the only path to progress lies. Nothing great or good can be created without hard work and self-sacrifice, there are no short-cuts, and so, if this Plan is to create a good social order, the public must prepare itself for the hard struggle which is necessary for success. If this is clearly realised we can reach the goal of growing into a great and prosperous nation in the shortest time and with a minimum of hardship.

The Bhagawa Zenda stands for three things: FAITH, UNITY and SACRIFICE. They are the motto of the Kolhapur Development Department. The people of Kolhapur have inherited these noble traditions from Shivaji the Great and still keep them alive. The Regency Council hope that they will now go to work and see that the Development Plan is carried out successfully and completely in the scheduled time.

M. R. BAGWE,
Public Works & Development Minister
to the Kolhapur State.

APPENDIX I

THE REVENUE OF THE KOLHAPUR STATE

Heads of Revenue	1941-42	1942-43	1943-44	1944-45	1945-46
Huzur Khasgi ...	...	...	3,54,614	5,44,068	4,40,000
Excise Duty ...	4,66,410	2,66,241	2,65,446	4,06,594	5,67,000
Income Tax ...	2,35,261	7,03,737	7,77,240	12,96,331	8,00,000
Land Revenue ...	13,41,666	17,78,628	17,76,453	17,68,516	17,40,000
Abkari (Excise) ...	6,69,648	9,84,152	16,39,415	28,76,789	39,31,000
Stamp ...	3,03,766	3,75,484	4,44,973	4,12,011	4,50,000
Forest ...	64,213	1,40,591	1,16,412	1,96,801	2,56,000
Registration ...	41,018	63,623	76,902	64,635	65,000
Taxes & Duties ...	2,82,453	2,10,540	2,81,742	3,56,418	3,20,000
Kolhapur State Railway ...	3,61,583	3,04,023	5,11,944	5,93,239	5,00,000
S. S. C. Mills ...	5,17,852	2,12,011	36,26,081	12,41,468	9,64,000
Irrigation ...	2,250	4,762	2,949	12,482	25,000
Interest ...	5,89,019	2,49,196	7,50,079	8,00,586	3,80,000
Justice ...	96,271	72,970	1,53,277	2,16,785	1,60,000
Jails ...	14,047	22,505	23,628	22,093	23,000
Police ...	7,164	45,390	17,016	27,521	27,000
Education ...	1,99,862	1,89,015	2,44,482	2,33,969	2,16,000
Medical ...	21,151	17,286	26,389	20,814	10,000
Agriculture and Veterinary ...	3,554	5,028	6,670	32,190	12,000
Co-operation ...	2,409	1,187	2,981	3,854	3,000
P. W. D. ...	33,865	55,756	2,00,260	2,12,724	1,58,600
Printing and Stationery ...	17,619	9,743	19,269	42,735	26,000
Management ...	50,952	40,667	56,699	42,394	39,000
Lashkar ...	12,539	34,385	54,243	1,21,654	4,700
Pension ...	14,390	15,884	15,576	13,940	15,000
Miscellaneous ...	13,42,928	1,90,775	17,820	61,685	26,03,000
Industries ...	...	...	45,827	65,090	40,000
Public Health ...	...	...	...	9,085	10,000
Total Revenues ...	66,91,890	59,93,578	1,15,08,387	1,16,74,471	1,37,85,300

APPENDIX II

The following table shows the financial implications of the schemes included in the Development Plan. It gives the non-recurring expenditure as planned for the three different estimates of available resources that have been put forth, the minimum estimate, the estimate accepted by the Regency Council and the optimistic or maximum estimate:—

Name of the Department	Number of Sanctioned Schemes	Non-recurring Expenditure in thousands of Rs.		
		Minimum	Accepted	Maximum
Surveys ...	10	100	100	100
General Administration ...	9	2,000	3,550	3,550
Agriculture & Co-operation ...	60	15,000	20,000	40,000
Commerce & Industries ...	33	1,500	1,500	5,000
Town & Rural Development ...	30	7,500	15,000	30,000
Education ...	70	5,610	10,610	15,610
Excise ...	6	120	120	120
Forest ...	9	2,000	2,000	3,000
Jails ...	6	1,000	1,600	1,600
Administration of Justice ...	6	200	200	200
Marketing ...	13	500	1,000	1,500
Medical ...	9	2,600	3,600	6,000
Printing & Stationery ...	7	600	600	600
Publicity ...	7	30	30	30
Public Health ...	17	1,000	1,000	2,500
Public Works ...	9	26,100	53,124.5	53,124.5
Police ...	3	300	500	500
Revenue and Registration ...	5	200	200	200
State Forces ...	7	1,000	1,600	1,600
Survey & Settlement ...	8	300	500	1,000
Veterinary & Live-stock ...	16	840	1,665.5	2,265.5
Reserve against schemes not yet worked out in detail ...	..	1,500	1,500	1,500
Total ...	340	70,000	120,000	170,000

It will be seen that no change in expenditure has been made in the Departments of Surveys, Excise, Administration of Justice, Printing and Stationery, Publicity and Revenue and Registration.

The expenditure provided against the remaining departments varies. The following comment explains these variations.

General Administration: In the Minimum Plan the expenditure on administrative buildings will be reduced by Rs. 10,00,000 and that on quarters for officers by Rs. 5,50,000. This accounts for the reduction of Rs. 15,50,000 shown in the Minimum Plan.

Agriculture and Co-operation: There is a reduction of Rs. 50,00,000 under this head in the Minimum Plan. This is due to a reduction of Rs. 20,00,000 under Land Development and a reduction of Rs. 30,00,000 under Irrigation. In the Maximum Plan the expenditure has been raised by Rs. 2,00,00,000. This is proposed to be spent on Major Irrigation Projects some of which may be used for generating hydro-electricity.

Commerce and Industries: The Maximum Plan shows an increase of Rs. 35,00,000. With this it is proposed to undertake new large scale industries by the State or through private enterprise substantially assisted.

Development: Under the Minimum Plan the financial provision has been reduced by Rs. 75,00,000. All villages with a population of less than five hundred have been omitted; furthermore certain items which are discretionary such as Community Centres and Community Halls will usually be omitted. Emphasis will, however, continue to be laid on the improvement of water supplies, sanitation and such other essentials. In the Maximum Plan the expenditure is increased to Rs. 3,00,00,000. This will make it possible to provide amenities of a much higher standard.

Education: In the Minimum Plan the financial provision has been reduced by Rs. 50,00,000 by omitting the building of the Historical Records Department, the Archaeological Museum, the buildings for the Sykes Law College and the S.M.T.T. College. Primary school buildings in villages with a population of less than five hundred will be omitted. In the Maximum Plan the expenditure has been increased by Rs. 50,00,000. This will enable Government to provide such additional items as had to be omitted from the officially accepted Plan on financial grounds.

Forests: Expenditure under the Maximum Plan has been increased by Rs. 10,00,000 to provide all necessary forest buildings and to increase the area of afforestation.

Jails: In the Minimum Plan the idea of a combined Central Jail for Kolhapur and the Deccan States has been omitted.

Marketing: In the Minimum Plan the construction of godowns and markets in places other than Kolhapur City has been omitted. In the Maximum Plan all markets in the State will be planned on the model of the proposed Shahupuri Gur Market.

Medical: In the Minimum Plan provision has been made for the new Central Hospital and a few Peta Hospitals only whereby the expenditure has been reduced to Rs. 26,00,000. In the Maximum Plan the expenditure has been raised to Rs. 60,00,000 to enable the State to provide more generously for all the institutions planned by this Department.

Public Health: In the Maximum Plan the expenditure has been increased to Rs. 25,00,000 in order to make provision for the further development of anti-tuberculosis measures and the schemes for providing protective foods.

Public Works: In the Minimum Plan the expenditure on roads has been reduced to Rs. 1,00,00,000.

Police: In the Minimum Plan expenditure on buildings has been reduced by Rs. 2,00,000.

State Forces: In the Minimum Plan the proposed Combined Hospital will be omitted and some economy introduced in the proposed quarters. The expenditure will, thereby, be reduced by Rs. 6,00,000.

Survey and Settlement: In the Minimum Plan villages with a population less than 2,000 have been omitted, reducing the expenditure by Rs. 2,00,000. In the Maximum Plan an additional Rs. 5,00,000 have been provided so as to make a survey of all villages in the State possible.

Veterinary and Live-Stock Improvement: By reducing the number of dispensaries from fifteen to eight and by reducing other schemes proportionately the expenditure has been reduced by Rs. 8,25,500 in the Minimum Plan. In the Maximum Plan expenditure has been increased by Rs. 6,00,000 in order to provide more generously for the Central Veterinary Hospital, the Laboratory and for better live-stock improvement.

APPENDIX III

THE AGENCIES WHICH WILL EXECUTE THE PLAN

Surveys and Statistics: Schemes No. ST-1, ST-3 and ST-4 have been entrusted to the Gokhale Institute of Politics and Economics, Poona. Out of the total cost Rs. 17,500 will be paid by the Kolhapur Municipal Borough. The rest will be borne by Government. Scheme No. ST-5 is being carried out under the guidance of the Economics Department of the Rajaram College. Scheme No. ST-6 is being carried out by the Education Department through a specially appointed officer. Schemes No. ST-7, ST-8 and ST-9 are being executed through Government Departments. The agencies for Scheme No. ST-10 will be decided later.

General Administration: Obviously all these schemes will be executed by Government Departments.

Agriculture: Scheme No. AG-9 is being carried out with the assistance of Messrs. S. B. Tyabji and B. R. Sardesai, Engineers, who are working in an honorary capacity. Scheme No. AG-16 will be executed through Local Bodies. Scheme No. AG-20 will be executed through the Shetkari Sahakari Kharedi Wikri Sangh, Kolhapur. Scheme No. AG-23 will be executed by the Co-operative Societies. Scheme No. AG-28 will fall to the Judicial Department and Schemes No. AG-5, AG-6 and AG-7 to the Revenue Department. Schemes No. AG-10, 11, 12 and 13 will be executed by the Public Works Department. All other schemes under this head lie in the sphere of the Agricultural Department. Everything will be done to enlist the co-operation of the farmers themselves and they will be expected to understand the schemes of the Agricultural Department and to take full advantage of them. They too will thus play an important role in putting these schemes into effect.

Co-operation: The Co-operative Department will take the lead in organising the various types of Co-operative Societies.

Commerce and Industries: Scheme No. CI-1 will be executed by Government from general revenues. The Railway Board will be requested to investigate, and if possible undertake, the projects mentioned in Scheme No. CI-2. Schemes No. CI-3 to CI-6 will be executed by Government from the reserve and special funds that have been built up for this purpose. Schemes No. CI-7 to CI-11 concern the Kolhapur Sugar Mills and will be carried out by the management of this Company. Government will only be called upon to give some indirect assistance and to pay for Scheme No. CI-10. Scheme No. CI-12 will fall to Government and Scheme No. CI-13 to the Co-operative Department. Schemes No. CI-14 to CI-18 will be left to private enterprise encouraged by Government. Schemes No. CI-19 to CI-33 will be a responsibility of Government.

Development Department: All the schemes of this Department will be carried out by Government and Local Bodies jointly. All these schemes will either be executed at Government cost or at the expense of Local Bodies or Local Bodies and Government will both contribute and in some cases Government will pay the Local Bodies a grant-in-aid.

Education: All schemes concerning cultural activities and higher education will generally be executed by Government. In the field of secondary education Government conducts three high schools and leaves the rest to private enterprise assisted by grants-in-aid. Primary education will be developed jointly by Government and the Kolhapur Municipal Borough in the City and by Government and the Ilakha Panchayat in the mofussil. Government will start the Polytechnic but leave the development of vocational training to non-official agencies which will, however, be given every possible assistance. Non-Government institutions and the public must take the lead in adult and physical education, Government giving only financial assistance and general encouragement.

APPENDIX III

Excise, Forests and Marketing: All schemes will be carried out by Government.

Medical: The schemes of this Department will be executed by Government, but if any private individual or body offers to start an Orphanage or an Infirmary they will be given all possible assistance.

Printing and Stationery, Publicity and Public Health: All schemes will be carried out by Government.

Public Works: Schemes No. PW-1 to PW-5 and PW-7 to PW-8 are a Government responsibility. It may, however, be possible, at a later date, to leave schemes relating to major and minor district roads to the Ilakha Panchayat assisted by grants-in-aid. Schemes No. PW-6 and PW-9 will be carried out with the help of village panchayats or villagers. The work will be started by the Development Department but may later be entrusted to the Ilakha Panchayat.

Police, Revenue, State Forces and Survey and Settlement: All schemes will be executed by Government.

Veterinary: Scheme No. VL-9 will be carried out with the co-operation of the other Deccan States and, Scheme No. VL-11 will be left to private enterprise. Government will take the responsibility for all the other schemes.

APPENDIX IV

REGARDING LOANS

The Regency Council propose to raise a loan of 250 lakhs for productive schemes, particularly irrigation. Thus the Radha-nagari Hydro-Electric Scheme and the Emergency Irrigation Scheme will be financed out of loans. Some projects will be self-supporting and yield enough income to pay for all working charges and for a sinking fund to repay the whole sum invested in the project with interest in twenty years. The expenditure on all such schemes will be raised by loan.

In the case of other projects it will not be possible to repay all expenditure incurred out of income. Here a part of the cost will be met from general revenues and the rest financed out of a loan. Loans will be raised only when necessary. As far as possible they will be taken from the general reserves of the State; but where this is not possible the Government of India will be approached with a request to sanction the necessary loan to the State or to permit it to be raised in the market. For such loans a Debt Service will be started, the State crediting into this fund an annual amount which will, in twenty years, repay the whole loan.